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ABSTRACT

More than 90 educational leaders from 39 states, the District of Columbia, Puerto Rico, and the Trust Territories participated in a 3-day conference designed to provide a forum for presentations and discussions dealing with the issues and problems associated with the state level administration and articulation of post-secondary education. The program primarily focused upon the topics of: (1) state level coordination and articulation of post-secondary career education, (2) student needs for career education, (3) program planning in a career education context, and (4) roles and relationships of state level agencies and institutions. Among the major presentations were: (1) "A Theoretical Model for Post-Secondary Career Education with Emphasis on Student Needs" by A. DeBernardis, (2) "Post-Secondary Program Planning in a Career Education Context" by R.E. Taylor, (3) "The Roles of State Directors of Vocational and Technical Education" by F. Tuttle, and (4) "State Level Articulation of Career Education" by R. Millard. This publication contains the texts of these and other presentations, along with a summary of the group discussion sessions. (SB)

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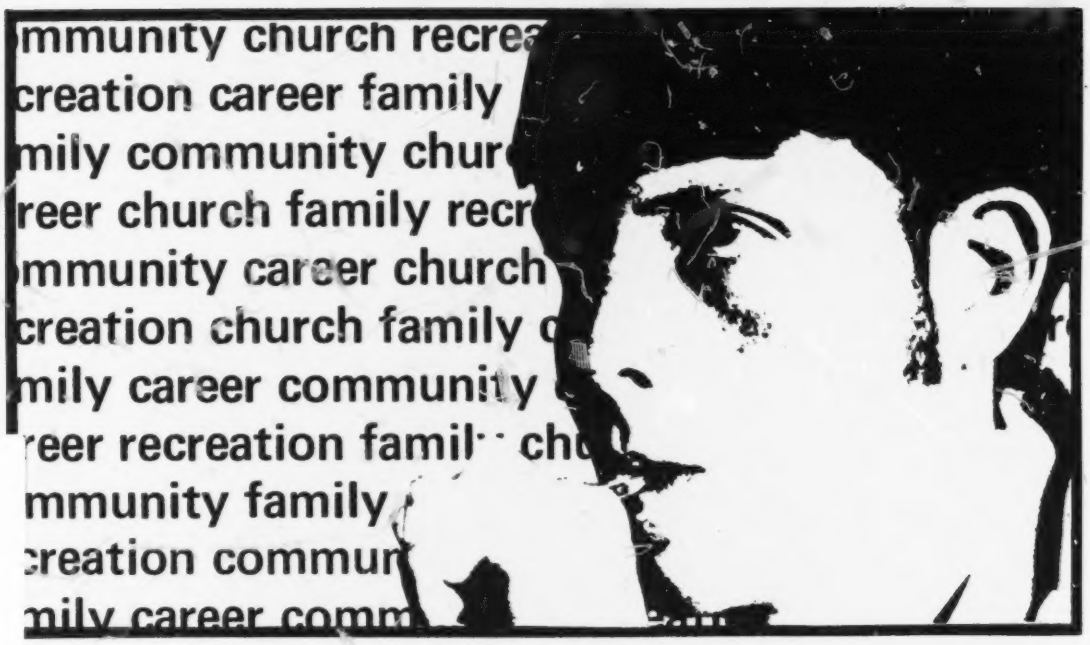
Proceedings of
A NATIONAL INVITATIONAL CONFERENCE ON POST – SECONDARY CAREER EDUCATION
for
STATE DIRECTORS OF VOCATIONAL EDUCATION
COMMUNITY/JUNIOR COLLEGES
ADULT & CONTINUING EDUCATION



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New Orleans, Louisiana

January 18-20, 1973

THE FLORIDA STATE UNIVERSITY AND THE UNIVERSITY OF FLORIDA

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Proceedings of

A NATIONAL INVITATIONAL CONFERENCE ON POST-SECONDARY CAREER EDUCATION

for

STATE DIRECTORS

of

VOCATIONAL EDUCATION

COMMUNITY/JUNIOR COLLEGES

ADULT & CONTINUING EDUCATION

Cosponsored by

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New Orleans, Louisiana

January 18-20, 1973

PREFACE

More than ninety educational leaders from thirty-nine states, the District of Columbia, Puerto Rico and the Trust Territories participated in the National Invitational Conference on Post-Secondary Career Education in New Orleans, Louisiana on January 18-20, 1973. The purpose of the conference was to provide a forum for presentations and discussions dealing with the issues and problems associated with the state level administration and articulation of post-secondary career education.

This conference brought together state directors and their representatives of Community/Junior Colleges, Adult and Continuing Education, and Vocational Education. The program primarily focused upon the topics of (1) state level coordination and articulation of post-secondary career education, (2) student needs for career education, (3) program planning in a career education context, and (4) roles and relationships of state level agencies and institutions. These topics were presented through a series of formal presentations and discussion group interaction sessions. This publication includes the texts of the formal presentations and a summary of the group discussion sessions.

The Florida State University/University of Florida Center for State and Regional Leadership and The Ohio State University Center for Vocational and Technical Education were pleased to sponsor this conference cooperatively. Appreciation is extended to those staff members who planned and conducted the conference as well as to the participants who took such an active role in the group discussions; especially those who accepted the added responsibility for chairing and recording the discussion group sessions.

We wish to acknowledge the contributions made by the following state leaders who attended a Planning Conference in Atlanta, Georgia in October, 1972: William Baley, Iowa; Arthur Binnie, Washington; Charles Buzzell, Massachusetts; Carrol deBroekert, Oregon; Dana Hamel, Virginia; Lee Henderson, Florida; Carl Lamar, Kentucky; Juliette Lester, Washington, D. C.; Pete Linson, Colorado; Francis Tuttle, Oklahoma; and Paul Weatherly, Delaware.

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FIRST MODULE

STUDENT NEEDS FOR POST-SECONDARY CAREER EDUCATION

Session Chairman

James L. Wattenbarger

THE CHALLENGE OF STATE LEVEL COORDINATION OF POST-SECONDARY CAREER EDUCATION

By

The Honorable Robert Docking

Governor of Kansas

THE CHALLENGE OF STATE LEVEL

COORDINATION OF POST-SECONDARY CAREER EDUCATION

It is a pleasure to attend this important meeting. I always look forward to returning to New Orleans where there still remains the subtle romance of the French, the hospitality of the South and the blending of cultures and interests into the beauty of America.

I also welcome this opportunity to discuss a subject which has consumed a great deal of my time and interest back home in Kansas--the subject of educating our young people in order to provide them the tools they need to pursue careers of their choice.

The values of education have been extolled time and time again throughout the history of civilization as we know it. What our young people are and do in the future, their skills, their values, their personalities and their contributions to society, largely will be determined by what goes on in our public schools today.

Education nationally is a big enterprise, commanding billions of dollars of our national budget.

In each of the seven budgets I have recommended for adoption by the Kansas Legislature, the largest portions of the budgets were appropriated to education, research and libraries.

And while we are spending such a large number of tax dollars on education, parents and other taxpayers have a right to assume

their educational tax dollars are buying appropriate, self-sustaining career skills which will enable all young persons to be economically independent when they leave the educational system in Kansas.

Education must be dedicated to the individual's development of his or her own personal goals. At the same time, it must recognize the talent requirement of a "functional" economy. Within the total structure of our society, vocational education has a vital role to play in helping all persons achieve a personally satisfying life by preparing youth for employment and assisting adult workers to meet occupational change.

As Thomas Wolfe said, "To every man his chance; to every man, regardless of his birth, his shining, golden opportunity. To every man the right to live, to work, to be himself and to become whatever his manhood and his vision can combine to make him. This . . . is the promise of America."

It is toward these goals that we are addressing ourselves in Kansas.

We now need definitions of what role each facet of public education should play in the vocational education program.

Margaret Meade, the noted anthropologist, points out that, "The most vivid truth of our age is that no one will live all his life in the world into which he was born; and no one will die in the world in which he worked in his maturity."

Our young people in Kansas need a broad-based skill competence to meet the challenges of change. Also evident is that education and training for the world of work will require continual processes of retraining during the individual's life span. The instructional process of vocational education--and its philosophy of learning by doing--could, if properly used, reconstruct the American education system for greater relevance of all studies; hence the term career education.

We have initiated in Kansas the concept of career education which will allow every Kansas student to leave the school system with marketable skills and knowledge.

Career education in Kansas is not a synonym for vocational education, or for academic, or pre-college or general education. Rather, it is a blending of all these into a curriculum with vocational and occupational skill training playing a key role. The fundamental concept of career education in Kansas is that all educational experiences, curriculum, instruction and counseling should be geared to preparing an individual for economic independence, personal fulfillment and an appreciation for the dignity of work.

Ideally, under our form of career education, every student will leave the school system with at least an entry-level job skill or the capability of continuing his education in an institution which is technologically or academically oriented.

I am proud of our state's career education program. The U.S. Office of Education, through a team of evaluators, ranked career education program in all the states. Kansas was ranked by the team in the top six in the nation.

What is needed today is not a new brand of academicism, nor a new style of vocationalism, but a fusion and re-emphasis of the strong points of both programs in order that individual goals coincide with our thirst for excellence as a nation.

Since the advent of the Vocational Act of 1963--as amended later in 1968 and 1972--we in Kansas have enhanced the development of vocational programs in our secondary schools, vocational-technical schools and community junior colleges to the extent that enrollment in these programs have more than doubled. We have 14 area vocational-technical schools serving 12,600 secondary and post-secondary students. Eleven of our 19 community junior colleges are involved in vocational programming.

The increased interest in and growth of vocational education in the public school systems inevitably give rise to questions concerning the level or levels at which vocational education should be offered. Ordinarily, the problem is not posed until programs are initiated at both the secondary and post-secondary levels.

With the initiation of exemplary career education programs in several school districts of our state, has come the realization that when students become more aware of career options open to

them and have a chance to test their interests and abilities, a vertical pressure is created to have more alternatives available for career preparation at the high school level with increased specialization becoming more important at the post-secondary level.

In Kansas, an administrative group representing all area vocational-technical schools and community junior colleges has been meeting regularly to solve the problems of articulation--or the problems of correlating programs at both levels. Results have been obtained with provisions for advanced placement of vocational-technical graduates in associate degree programs in community junior colleges through credit by evaluation.

We believe this is a step in the right direction--recognizing all education as a planned, systematic flow of opportunities regardless of the present occupation or the educational level of the student.

Such a system should provide for:

1. Youth, wanting to continue their vocational and technical education beyond the high school, may do so with assurance that little lost motion or duplication of course work will occur.
2. Youth, who possess job entry skills after completing secondary programs, may enter into employment if they desire.

3. Youth, who have not taken high school vocational education programs, can enter beginning level courses at a post-secondary institution.
4. Adults who are employed may return for educational opportunities offered in evening programs of a short-term or specific-need basis.

We have more than 109,000 of these kinds of students enrolled in our public institutions of Kansas. Recommendations of the Vocational Advisory Council of our state consistently have pointed up the fact that we need to re-orient our resources toward serving a broader spectrum of our population than we presently do.

For instance, only 25 per cent of our secondary students are enrolled in vocational programs; the remainder are enrolled in general or college prep programs, but only 15 per cent actually graduate with bachelors degrees in Kansas.

The 1970 Kansas census showed that of the 25,602 twenty-year olds not enrolled in school, 6,695 had less than a high school diploma--which accounted for 26 per cent of this group.

By way of comparison, in our workforce, 31 per cent have less than a high school diploma. This figure is decreasing.

For long range planning, we accept the fact that for many individuals, completion of a high school diploma may not be a reachable goal during a normal time period. Others may not be motivated to get back into the educational stream until later in

life. While we must seek the continued education of every individual as our forefathers wanted, we must recognize that many individuals do not fit a standard pattern as it applies to the educational system flow.

Recently the Council of Chief Academic Officers, was established to ensure the smooth transition between area vocational-technical schools, community junior colleges and our state-supported colleges and universities. This group is composed of the academic vice-presidents from all six colleges and universities and six administrators representing our 33 two-year institutions with vocational-technical programs.

I see this group as a harbinger of things to come in education for Kansas, that is: career education concepts obliterating the false dichotomy between the academic and vocational areas as conceived in the past.

I believe we can accomplish this task if we perceive career education as contributing to the following needs of people:

1. The development of a positive <u>self</u>-concept of the individual through programs in career awareness and exploration so they might <u>test</u> their interests and abilities.
2. Career preparation through vocational and academic programs.
3. The preparation for their other roles in life such as civic and family responsibilities.

4. The preparation for the aesthetic needs of each individual which may include avocational and artistic qualities.

We all have a responsibility not to hide from these needs and to proceed with perseverance.

Working together we can continue our efforts to build a sound, solid educational foundation for our young people. We can do this for the young people of today and for future generations.

A THEORETICAL MODEL FOR POST-SECONDARY CAREER EDUCATION WITH EMPHASIS ON STUDENT NEEDS

By

Amo DeBernardis

President

Portland Community College

A THEORETICAL MODEL FOR POST-SECONDARY CAREER EDUCATION WITH EMPHASIS ON STUDENT NEEDS

LADIES AND GENTLEMEN. It is a pleasure and a privilege to be asked to participate in your conference. When Dr. Daugherty called and asked me to prepare a presentation to this group, my first reaction was to decline. I have observed over the years that we all make speeches, write articles, and make studies; yet, few of our pronouncements ever get into actual practice. My father used to tell me: "Talk is cheap--it takes money to buy whiskey." All of us need to put action behind our knowledge and know how.

The challenge to develop a "Theoretical Model for Post-Secondary Career Education with Emphasis on Student Needs" excited me. I would have an opportunity to discuss a few ideas and concepts on this most important topic. It would help me to organize my thoughts on this matter while helping me to think through some of the concepts we are implementing at Portland Community College.

The post-secondary career education model I propose is built on some basic concepts underlying education and society. These assumptions are not new to anyone at this conference, but I

believe it is well to consider them before building the model. The following then are some of the assumptions which I believe are basic to any comprehenisve plan for post-secondary career education:

- -that if our society is to survive, it will need to provide an educational system which will allow each individual to reach his potential.
- -that man must have access to education to survive and that there are many approaches to the process, the public education system being only one component of the educational system.
- -that all education in our society must have worth and dignity and be valued by our society.
- -that change in our society is a constant. Change is rapid and dramatic, and social institutions must find faster and better ways of adapting to societal needs for education.
- -that educational institutions can no longer afford the luxury of operating institutions for a select few in the society.
- -that education is a process which brings about behavioral changes in individuals.
- -that all education has worth to the individual.
- -that not all career education will take place on the campus or will be under the control of the educational institutions.
- -that career education must be a continuous process and the student should have access to the educational institution throughout his life span.

The key words in the title given to me for this presentation are: "with emphasis on student needs." It is interesting to note how often we forget this element in our planning. My impression

of the educational establishment is that the student is usually "the last man on the totem pole" as we plan our programs. He should be FIRST. The student is what our career education program is all about. He is the reason we exist. Have you ever thought what a store would be like if it were planned for the managers, salesmen, and clerks? Yet when we look at how we plan school facilities, our greatest efforts are usually concentrated on administrative and faculty offices, restrooms, lounges, parking, etc.

If the student is to be our concern, then our main thrust in planning must place the student in center stage. We need to consider his needs and wants. If our program is to be successful, we must start with the student who is our customer.

Who then are the students who will be coming for post-secondary career education? What are they like? What do they want? They are a cross section of our communities--the dedicated, the confused, the disillusioned, the fast, the slow, the disadvantaged, the blind, the deaf, the young, the middle-aged, and the elderly. They are customers with a wide variety of needs, wants, and interests. They come; they seek our help. Not all will come with clear-cut goals, drive, and enthusiasm. Some we will need to seek out, for many are reluctant to enter. Their past experiences with educational institutions make them leary of the system. They are afraid, and they are not sure we can help them. Post-secondary schools must spend

more time and money seeking out these reluctant learners. We must find new ways to assist these people to obtain the attitudes, knowledge, and skills so that they can get into the mainstream of our society. It is the institution's responsibility to do this, and we can't put the blame for the lack of interest in education solely on the student. We can no longer put the lack of performance on the absence of quality students. We must be like a hospital which helps people to get well. What hospital do you know that admits "well" people?

The school must recognize that people are different and must adapt its programs, its services, and its organization to the students' needs. Post high school institutions must implement the concept of developing each individual to his highest potential. Our society can no longer afford to waste human resources.

Whatever the reason, more and more of our citizens will be entering our post-secondary institutions to avail themselves of an education which will help them achieve a greater earning capacity and a better life. Post-secondary institutions must be in reality open door educational shopping centers where all people can find a variety of programs and courses to meet their individual needs and interests.

STUDENTS--THEIR NEEDS AND WANTS

If the student is to be the center of our concern, what is it that the student seeks; what is it that he wants from the institution? It seems to me that the following are some of the basic elements which the post-secondary institution must recognize as what the student wants:

Each student who comes to an educational institution needs to be assured that he will be treated with dignity. His needs and interests are individual and personal and should receive careful consideration. Educators should refrain from labeling and cataloging students. We are not in the business of sorting out students; our concern should be to give people the assistance they need to reach their goals with dignity and respect. Each student wants and should have the total support of the institution to help him achieve his goals. What kind of support are we talking about?

Students want honest answers to their career objectives and to the institutions' requirements to meet them. The institution can't afford to "play games" with students. The student's short term as well as long term goals must be recognized. All programs should be developed with performance objectives and the student should be able to move through the program at his own speed. It

should be possible for the student to move at his own pace and be given full credit for all previous learning and skills.

Because of the wide variety, interest, capacities, and backgrounds of students, they must have access to adequate and readily available counseling, testing, and guidance service. These must be readily available and geared to meeting the needs of all of the students. The school philosophy should be on getting students to the institution, assisting them to select programs, and having them achieve success, not failure.

What I am bringing into focus is that any program for post-secondary career education must place high priority toward putting the student in the center of the educational operation. He needs to be treated with respect and dignity. Each individual must have the program planned to meet his needs, capacities, and interests. Let us not place the institutional requirements above that of the student. It is a challenge to the institution to help the student "get well" and to move out into the main stream of society.

EDUCATIONAL ASSUMPTIONS

If we are to build our career educational programs on student and societal needs, then we must also consider the following in constructing our theoretical model:

- that education is a continuous process and that it begins at birth and continues throughout life.

-that career education is a part of the total process of education and that it is difficult, if not impossible, to separate general education from vocational education.

-that the emphasis must shift from teaching to learning.

-that we know a great deal about how people learn. They learn by different means and that individuals have different learning styles.

-that not all learning has to be under control of a teacher.

-that the teacher is more than a dispenser of information and a controller of students.

-that we have a technology for instruction and learning and that this makes it possible to adapt programs to meet individual needs and approaches to learning.

-that the educational establishment must make some dramatic changes in its organizational structure, approaches, and commitments, if it is to meet the needs of our students.

These are but a few of the important facts about the teaching and learning process which must guide us as we build educational experiences and programs for the student. We know that each human being wants to learn and likes to learn. However he wants the program to be centered on his needs; he wants to succeed; he wants approval and recognition. He is a human being with all of the qualities and frailities that each of us possesses. Any educational program must recognize and build its programs on these assumptions if it is to be successful.

THE MODEL FOR A COMPREHENSIVE POST-SECONDARY CAREER EDUCATION

What will it look like? How will it be organized? How will it attract its customers, the students? How will it deliver the goods? How will it adapt to changing needs?

Many components are necessary for building the model. Institutional commitments, personnel, facilities, programs, organization--here then are some of the important elements and concepts of a relevant post-secondary career institution as I see them:

The Community as the Campus. For too long educators have looked upon the campus as the place where education happens. For an effective career education program the total community will be regarded as the campus. Its people, its homes, its businesses, its government, its shops and factories, all will be looked upon as laboratories for teaching and learning. The campus will still exist, but it will only be one facet of the total educational system. The campus must interface the community. In practice the campus will flow through the community and communities will flow through the institution.

The institution will need to deliver educational services wherever they are required. TV, mobile vans, phones, computers, will be necessary to tie together the total educational system. The student will be a part of the campus as he lives in the community.

Open Door. The doors of the institution will be open to all regardless of their previous experience or ability. No student will be rejected. He may come to browse, to explore, and to avail himself of the education he needs.

Easy entry, exit, and re-entry. A student will be able to enter the program at any time, exit when he achieves his objective, and be able to re-enter at any time. Even if a student does not achieve his objective, he should be able to leave in dignity.

Diagnostic center. This center will be the nerve center of the school. It will provide any student the opportunity to determine his skills and knowledge in any program. It will provide opportunities for him to challenge programs and obtain credit for skills and knowledge he brings to the school. The diagnostic center will provide him with assistance in overcoming weaknesses in areas of demonstrated, defined deficiencies. It will be staffed with learning specialists, counselors, and technicians to assist the student with any problem related to his learning difficulties or needs.

Learning support center. Any program of education must provide a variety of support services to the students and staff. With the wide variety of students, programs, learning and teaching styles, all types of learning media and equipment will be needed to support the teaching and learning process.

Not only will there be learning and teaching hardware, but the human support will also be readily available. Technicians and specialists will become an integral part of the instructional team. The center will be more than a storehouse of equipment and material. It will be a dynamic and exciting place where teachers and learners can get assistance. The learning support center will work in close cooperation with the diagnostic center.

Modular programs. All programs will be planned on performance objectives so that students will know exactly what is required for successful completion. Programs will be modularized to allow students to select the components they need. For example, in auto mechanics if a student needs carburetors and brakes to hold a job, these modules could be taken without having to take other modules in the program.

Earn and Learn Experience. The school will be planned and operated to provide many realistic learning experiences. Areas such as the business office, food services, auto mechanics, bookstore, computer services, health services, etc. will provide instructional stations in the on-going operations of the college for students who have achieved basic skills. The student will be paid for his services, and he will be expected to perform at industrial and business standards. Students will assist in accounting, preparing food, selling in the stores, data processing operations.

Articulation of programs. All career programs will be closely articulated with the secondary schools and other educating agencies. No gap should exist between the secondary and the post high school programs. The post-secondary school program will be built on what has been accomplished. The student will be able to move through a program as his skill and ability dictates. The time he spends in a program will depend on his performance.

Where the school finds other agencies which can deliver career education services not available in the school, it will contract with those institutions to provide these services. The emphasis will be to provide quality career education at the least cost.

The General Education Component. It is recognized that man does not live by bread alone. However, our past performance in requiring liberal arts courses for the career student, leaves much to be desired. This requirement has succeeded in forcing many students out of the institution because he could not carry, or did not want the "academic courses," although his work in the career courses was satisfactory. General education will permeate the institution. The facilities, the decor, the staff, the landscape, all will build a rich living environment for the student. Many activities will be offered to give students access to the social, political, and economic life of the community. Seminars, films, speeches, and other activities will give the student an awareness of a larger society outside their specialty. For example, in auto mechanics the economic,

social, and ecological impact of the automobile on society will be an important unit of discussion and study. Students will be encouraged to explore related economic, social, and political topics which relate to a career area. All career areas will have a core of learning experiences which will deal with the social, economical, and political aspects of being a citizen--voting, consumer credit, labor unions, management, taxes, human relations, etc.

Specialists in the "academic areas" will be assigned to each career area to assist individuals or groups of students in specific deficiencies in math, science, English, etc. These specialists will be a part of the teaching and learning team.

Taking Educational Programs to the People. Many career programs can be more effectively offered in the community, the plant, the office, or the agency. These programs will have the same institutional support and recognition as those offered on the campus.

Advisory Committees. No programs--be it economics or auto mechanics--in the career center will operate without a representative committee of the persons who will employ the student. These committees will have definite guidelines as to function and responsibilities to the institution and to the community.

Educational Audits. Audits of all programs will be made regularly. These will be carried out by professional educators in

concert with specialists in the career area from the community. These audits will check all aspects of the program in much the same way that a financial audit looks at the financial operation of the institution. These educational audits will be an important factor in keeping the educational programs in tune with the needs of the society. The audits in education as in business, are not to convict people of wrong doing, but to improve procedures and practices.

Apprenticeship. These programs will be incorporated into the total program of the institution. The cooperative arrangement will make it possible for many students to take exploratory courses in these areas and obtain credit toward apprenticeship requirements, thus reducing the amount of required time for being an apprentice. Better use of facilities and equipment will result, and the apprenticeship committees will have a committed group of students from which to select apprentices.

The school will provide facilities which will be used cooperatively by the institution and the apprenticeship program. This effort will provide a more economical operation by avoiding duplication of space and equipment. But more importantly, it will be the melding of the career program with the apprenticeship program.

Staffing. The key to success of a career education program is the people who staff it. All personnel will be selected on the

basis of skills, understanding, and commitment to the philosophy and goals of the institution.

Each person will be considered an important part of the instructional team. Everyone--custodian, secretary, technician, learning specialist, manager, media specialist, etc. will have responsibility for supporting the learning programs for the student. Each will carry out not only his specific assignment, but will also advise and assist in the teaching and learning process. Each person will assume responsibility for keeping his specific career skills updated by periodically returning to the business community for on-the-job experience. Periodic exchange of personnel with business and industry will be the rule rather than the exception.

Continuous Operation. The school will operate around the clock, seven a.m. to midnight, and graveyard shift if needed, seven days a week. Only in this way can the school hope to meet the needs of all the people. Shopping centers discovered the fact that people have needs on Sundays, too. It is difficult for people to shop and buy if the store isn't open. In my model, the educational shopping center will be open to meet the needs of the students so that they can obtain the education they want and need at any time.

Placement and Follow Up. What happens to students must be an important concern of the school. Because of the need for continuous

education, it will be necessary for the career center to keep in close contact with its product. Each person should feel that he is a part of the institution throughout his life and that he will be welcomed back at any time for further skill development or enrichment.

Just developing a good career program for the student is not enough. The center must market its product and stand behind it. Each student will be aided in finding a job. The center will maintain a comprehensive placement system which will be in touch with employment trends and available positions. It will not only help the student get a job, but will carry on a continuous follow-up on each student to determine how well he is doing and to determine the strengths and weaknesses of the individual career programs. This will involve a comprehensive data collection system and a group of field personnel to keep in personal contact with the employer.

Industry and Business Training Center. Located on the campus will be a training center which the community can use to up-grade its personnel. This center will provide facilities and support services for a manufacturer or a distributor to hold sales and technical training sessions on the campus. This facility will be another step toward bringing the career education programs into closer relationship with the business world. The resource materials, equipment, and consultant contacts made through these industrial groups will be of great assistance to students in career programs.

Drive-In Learning Center. In most of our planning for facilities, we treat the automobile as a necessary evil at best. However, some businesses (banks, restaurants, movies) have capitalized on the automobile to house its customers while providing a service. Why shouldn't the school use the automobile in a similar way? A drive-in learning and information center will make it possible for the student in his car to get information, lectures, and demonstrations on career programs.

The Community on Campus. Schools have a tendency to remove themselves from society. If career education is to be relevant and dynamic, it must become part of the everyday life of the community. An effective career educational institution should have phases of the community flowing through it. Industries and businesses should be encouraged to become part of the campus. Shops, stores, offices, and laboratories will be located on the campus, especially those related to the career programs offered by the institution. These on-going business operations are to be an essential part of the career education program. They offer an opportunity for realistic learning experiences and provide for honest education and business cooperation.

Change and Innovation. It is a well known fact that the educational establishment resists change and the change which does take place happens very slowly. It has been said that it takes at least fifty years from the time an idea is developed to the time that it

becomes practice in education. All of us are conscious of the rapid changes which take place in our society. These changes are so dramatic that they have tremendous impact on social institutions. Any educational establishment which hopes to be in tune with society must be in a position to react to these changing social needs. In career education programs this fact is a significant one. Programs, instruction, delivery systems, technology, and equipment, all must keep in step with the changing needs.

Not only will this be necessary for the programs themselves, but will be just as important for the technology of teaching and learning. All staff members will be encouraged to experiment with new approaches to the teaching and learning process. Time and funds will be provided to assist personnel with this thrust.

A support staff with media, planning, and program specialists, will be available to assist any staff member or student with projects or programs to improve the teaching and learning process. The emphasis of this department will be to assist and to encourage new approaches. The motto will be: "Try to Find a Better Way." The department will continually monitor the effect on the institution and attempt to upgrade the quality of the instruction and the learning environment.

BARRIERS TO BRINGING THE MODEL INTO PRODUCTION

Nothing I have pointed out in this model is new. Everyone in this room recognizes this fact. Why then is it that we find so few

educational institutions putting these ideas into practice? Resistance to change is the answer. It is a well-known fact that all institutions once established tend to resist change. They are inclined to operate in the directions in which they were started, operate in the interests of those who run them, and are usually changed by forces from outside of the institution.

If this post-secondary career education model is to get off the ground, it must remove the institutional barriers to education--time block, admissions, grades, general education requirements, graduation, credits, etc. We must also look to how we can modify the impact of all the forces which now are descending upon the educational institution. Accrediting agencies, state and federal guidelines can be a significant barrier to change and to allowing institutions to make individual explorations into improving career education. There is a tendency to make things alike rather than allowing for diversity. Is all this in the realm of possibilities? Is it possible to put together such an institution?

Can we break with the traditional mold? I believe we can and what's more we have no choice--we must make some dramatic breakthroughs. Either public career education will make the needed changes or society will find a way to provide the kind of career education it needs for survival. I believe the changes can be made. What is needed is creative, dynamic leadership. We need to point the way--we need to produce. Society wants us to point the

way. Everyone of you attending this meeting is in a leadership role and in a position to help bring about significant change in career education.

IN SUMMARY

The post-secondary career education model I have described will be student oriented. It will be marketing an educational product which the student wants and needs. The career center will be open to the convenience of the student and will be readily accessible. The center will be organized so that the student can enroll for educational units to fit his needs and be able to return whenever he wants more education. The career center will cherish its students and keep in constant contact with them to be sure they are aware at all times of the new products which are being offered. If the student cannot come to the career education center, the center will come to him. The student will be able to get educational learning packages delivered to his home, plant, or office. The educational shopping center will be on the forefront of change, always conscious that if the student doesn't buy, the institution can't stay in business.

As I close this presentation, let me point out that these guidelines for a model for post-secondary career education are not just a dream, not a "pie in the sky" concept.

Our third campus for Portland Community College will be planned and built on these guidelines. We have the land, the dream, committed staff members, a committed Board of Directors, and an enthusiastic community. We may not be able to bring it all to fruition, but we are going to make the effort to plot the course, design and build the plane, train the crew, and make our first flight in 1975.

SECOND MODULE

POST-SECONDARY PROGRAM PLANNING IN A CAREER EDUCATION CONTEXT

Session Chairman
Cecil H. Johnson

SUMMARY OF SURVEY INVENTORY

RESPONSES MADE BY STATE DIRECTORS

By

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SUMMARY OF SURVEY INVENTORY

RESPONSES MADE BY STATE DIRECTORS

On November 21, 1972, a survey inventory was mailed to all State Directors of Adult and Continuing Education, Community/ Junior Colleges, and Vocational and Technical Education for the purpose of including each groups' perceptions of the issues or problems related to implementing career education at the post-secondary level among the issues to be examined at the National Invitational Conference on Post-Secondary Career Education in New Orleans, Louisiana.

For each of the 29 statements in the survey inventory, state directors were asked to respond to two questions:

Question 1--What IMPORTANCE do you place on the issue/ problem as it applies to career education at the post-secondary level?

Question 2--To what extent do you believe your office would be the appropriate agency to initiate steps to help resolve this issue/problem?

A total of 87 state directors returned the survey inventory: 20 from adult and continuing education, 33 from community/junior colleges, and 34 from vocational and technical education.

Several tables have been prepared to assist the reader in analyzing the results of the survey inventory. Table I shows a summary of survey inventory responses made by State Directors of Adult and Continuing Education, Community/Junior Colleges, and Vocational Education. From this Table we are able to see that the three state director groups as a whole perceived "Changing our frame of reference from program-centered to student centered" (item 6) as either the "most important" or "important" problem/ issue, with "A disparity between the push and the funding for career education" (item 20) and "Staff development for career education" (item 28) tied for a close second.

At the other end of the continuum the largest number of the three state director groups perceived "The incongruity in teacher certification requirements for the various institution types within a state; and/or reciprocity between states" (item 27) as either of "some importance" or "least importance" with "The conflict between single-purpose versus comprehensive institutions" (item 5)and "The tendency to ignore the role of proprietary institutions" (item 9) following respectively.

The greatest degree of uncertainty among the three state director groups was evidenced in the problem/issue statement "State license and/or labor union requirements that limit the opportunities for cooperative work experience" (item 25).

TABLE I: SUMMARY OF QUESTIONNAIRE RESPONSES MADE BY STATE DIRECTORS OF ADULT AND CONTINUING EDUCATION, COMMUNITY/JUNIOR COLLEGES, AND VOCATIONAL EDUCATION

Issue or Problem Area	State Agency*	Magnitude of Problem					Degree of Office Involvement		
		MI	I	U	SI	LI	W	PW	N
PHILOSOPHICAL									
1. The distinction between the goals of secondary, post-secondary, and adult & continuing career education	A.&C.E.	12	5	1	2	0	8	9	2
	Com. C.	10	15	2	3	2	6	18	7
	Voc.Ed.	17	12	3	1	1	12	17	3
2. The distinction between the goals of secondary, post-secondary, and adult & continuing vocational education	A.&C.E.	7	9	1	1	1	7	8	3
	Com. C.	12	13	1	3	3	7	17	7
	Voc.Ed.	18	10	2	3	1	21	11	0
3. The distinction between career education and vocational education	A.&C.E.	12	7	0	1	0	6	7	6
	Com. C.	9	11	2	7	3	8	13	10
	Voc.Ed.	21	7	3	1	2	20	10	1
4. The assumption that post-secondary education is not legitimate unless it is "college-level"	A.&C.E.	5	5	3	3	4	2	11	6
	Com.C.	8	10	1	4	7	16	9	4
	Voc.Ed.	14	10	5	4	1	7	15	10
5. The conflict between single-purpose versus comprehensive institutions	A.&C.E.	2	5	6	5	2	3	4	11
	Com. C.	6	11	2	8	5	15	6	9
	Voc.Ed.	12	12	4	2	4	4	15	12

* A.&C.E. = State Directors of Adult and Continuing Education, N = 20.
Com. C. = State Directors of Community/Junior Colleges, N = 33.
Voc.Ed. = State Directors of Vocational Education, N = 34.

Issue or Problem Area	State Agency	Magnitude of Problem					Degree of Office Involvement		
		MI	I	U	SI	LI	W	PW	N
6. Changing our frame of reference from program-centered to student centered	A.&C.E.	10	10	0	0	0	2	14	3
	Com. C.	14	13	1	3	0	15	11	4
	Voc.Ed.	21	11	1	1	0	14	11	7
ARTICULATION									
7. The organizational structures within states tend to discourage cooperative activities	A.&C.E.	6	8	0	4	2	3	12	3
	Com. C.	7	17	5	0	3	12	10	9
	Voc.Ed.	13	15	1	5	0	7	15	9
8. The absence of state-wide planning for the various institutions which have vocational education programs	A.&C.E.	4	6	2	4	2	4	5	8
	Com. C.	13	12	5	0	2	11	13	7
	Voc.Ed.	10	15	2	4	3	16	12	2
9. The tendency to ignore the role of proprietary institutions	A.&C.E.	1	9	5	2	1	2	8	6
	Com. C.	3	12	6	8	3	5	12	14
	Voc.Ed.	5	12	8	8	1	7	13	11
10. The absence of channels to identify, and strategies to use, community-based resources	A.&C.E.	6	9	0	4	0	5	10	4
	Com. C.	4	17	8	2	1	10	12	8
	Voc.Ed.	6	16	2	9	1	9	14	8
11. The failure to articulate the respective roles of State Directors for Community College, Adult & Continuing Education, and Vocational Education	A.&C.E.	8	7	1	4	0	4	10	5
	Com. C.	12	9	3	3	5	10	10	9
	Voc.Ed.	8	16	2	7	0	6	15	8

Issue or Problem Area	State Agency	Magnitude of Problem					Degree of Office Involvement		
		MI	I	U	SI	LI	W	PW	N
12. The absence of competency-based proficiency exams to guide efficient student program selection	A.&C.E.	4	10	1	1	2	2	10	5
	Com. C.	8	12	5	4	3	9	13	9
	Voc.Ed.	14	7	7	5	0	6	14	10
13. The transfer of credits from one program to another and from one institution to another	A.&C.E.	4	6	4	4	2	0	7	12
	Com. C.	9	14	2	6	1	16	10	5
	Voc.Ed.	15	8	3	7	1	5	7	18
14. The role(s) of the colleges and universities in career education	A.&C.E.	5	10	1	3	1	3	7	9
	Com. C.	8	14	4	3	1	8	11	10
	Voc.Ed.	18	11	3	2	0	5	7	19
15. The role of State Advisory Councils	A.&C.E.	6	9	4	0	0	3	10	5
	Com. C.	5	9	4	11	2	6	8	16
	Voc.Ed.	10	17	1	4	1	14	15	1
16. The role of state or regional accrediting associations	A.&C.E.	3	7	3	4	1	1	5	11
	Com. C.	4	14	7	2	4	10	9	11
	Voc.Ed.	6	14	5	2	6	3	12	13
LEGISLATION, FUNDING AND ACCOUNTABILITY									
17. Federal legislation which tends to show preference to various institution types	A.&C.E.	5	9	4	1	0	2	7	8
	Com. C.	8	17	3	2	0	6	14	10
	Voc.Ed.	12	14	6	1	1	3	15	12
18. The ratio of categorical to discretionary funds	A.&C.E.	6	6	5	2	0	3	6	9
	Com. C.	3	20	3	2	2	7	12	9
	Voc.Ed.	13	16	4	1	0	9	12	10
19. The ratio of developmental (or exemplary) to maintenance (or operating) funds	A.&C.E.	2	10	3	4	0	5	5	8
	Com. C.	4	17	3	5	2	7	14	7
	Voc.Ed.	7	17	5	5	0	9	13	9

Issue or Problem Area	State Agency	Magnitude of Problem					Degree of Office Involvement		
		MI	I	U	SI	LI	W	PW	N
20. A disparity between the push and the funding for career education	A.&C.E.	8	10	1	1	0	4	7	8
	Com. C.	15	9	4	1	2	10	10	10
	Voc.Ed.	25	8	1	0	0	10	13	8
21. The disparity between the push for career education and the availability of tested career education course guides, teaching materials, etc.	A.&C.E.	7	8	2	3	0	3	10	6
	Com. C.	8	9	6	7	0	6	11	12
	Voc.Ed.	14	15	2	3	0	8	17	6
22. The impact of "straight-jacket" State Plans	A.&C.E.	4	9	5	1	0	6	5	7
	Com. C.	10	10	3	3	3	11	10	8
	Voc.Ed.	9	7	13	5	0	14	15	2
23. Access to a comprehensive data base that will support institutional program decisions as well as state-wide priorities	A.&C.E.	8	8	0	3	1	5	7	7
	Com. C.	17	11	1	1	1	15	10	5
	Voc.Ed.	18	12	1	3	0	13	12	6
24. Evaluation techniques that assign appropriate weight to product (rather than process) criteria	A.&C.E.	5	9	3	2	1	4	7	8
	Com. C.	13	14	3	1	0	14	10	6
	Voc.Ed.	16	11	5	1	1	12	16	3
OTHER									
25. State license and/or labor union requirements that limit the opportunities for cooperative work experience	A.&C.E.	3	7	7	3	0	0	11	7
	Com. C.	6	10	10	4	2	7	8	15
	Voc.Ed.	10	9	5	7	2	9	17	3
26. Salary schedules which may imply one level or type of education is more valuable than another	A.&C.E.	2	10	2	4	1	0	9	8
	Com. C.	4	9	8	3	8	9	7	14
	Voc.Ed.	8	10	8	6	1	2	13	14

Issue or Problem Area	State Agency	Magnitude of Problem					Degree of Office Involvement		
		MI	I	U	SI	LI	W	PW	N
27. The incongruity in teacher certification requirements for the various institution types within a state; and/or reciprocity between states	A.&C.E.	1	6	5	4	3	0	8	10
	Com. C.	2	6	7	5	12	7	7	15
	Voc.Ed.	6	14	4	6	3	9	10	10
28. Staff development for career education	A.&C.E.	14	5	1	0	0	8	8	3
	Com. C.	12	13	2	2	3	14	10	7
	Voc.Ed.	20	11	1	1	0	14	11	5
29. Assigning the responsibility for career education in the administrative hierarchy	A.&C.E.	8	6	4	1	1	6	7	6
	Com. C.	9	10	6	3	3	9	9	12
	Voc.Ed.	17	3	1	2	0	9	11	9

It is also important to note that whereas 79 state directors reported "Changing our frame of reference from program-centered to student centered" (item 6) as either the "most important" or "important" problem/issue, 50 (63%) felt their offices would either "possibly" or "not" be the appropriate agency to help resolve the existing problem/issue. A similar disparity exists in many of the remaining 28 stated problems/issues.

Table II shows the rank order of "most important" and "important" problems perceived by state directors. A perusal of this Table would reveal that there is some disagreement among the three state director groups as to which are the principal problems/issues related to implementing post-secondary career education. For example, state directors of community/junior colleges rank "Access to a comprehensive data base that will support institutional program decisions as well as state-wide priorities" (item 23) as the number one problem/issue; however, state directors of adult and continuing education and vocational and technical education do not express a similar degree of concern.

State directors of vocational and technical education rank "A disparity between the push and the funding for career education" (item 20) as the number one problem/issue, whereas the other two state director groups see this as a somewhat lesser problem/issue. Similarly, state directors of adult and continuing education rank

TABLE II: RANK ORDER OF "MOST IMPORTANT" AND "IMPORTANT" PROBLEMS/ISSUES PERCEIVED BY STATE DIRECTORS

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
1. The distinction between the goals of secondary, post-secondary, and adult and continuing career education	4	17	3	25	5	29
2. The distinction between the goals of secondary, post-secondary, and adult & continuing vocational education	5	16	3	25	6	28
3. The distinction between career education and vocational education	2	19	8	20	6	28
4. The assumption that post-secondary education is not legitimate unless it is "college level"	10	10	10	18	10	24
5. The conflict between single-purpose versus comprehensive institutions	7	11	11	17	10	24
6. Changing our frame of reference from program-centered to student-centered	1	20	2	27	2	32
7. The organizational structures within states tend to discourage cooperative activities	7	14	4	24	6	28
8. The absence of state-wide planning for the various institutions which have vocational education programs	10	10	3	25	9	25

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
9. The tendency to ignore the role of proprietary institutions	10	10	13	15	17	17
10. The absence of channels to identify, and strategies to use, community-based resources	5	16	7	21	12	22
11. The failure to articulate the respective roles of State Directors for Community College, Adult & Continuing Education, and Vocational Education	6	15	9	19	10	24
12. The absence of competency-based proficiency exams to guide efficient student program selection	7	14	8	20	13	21
13. The transfer of credits from one program to another and from one institution to another	10	10	5	23	11	23
14. The role(s) of the colleges and universities in career education	6	15	6	22	5	29
15. The role of State Advisory Councils	6	15	14	14	7	27
16. The role of state or regional accrediting associations	10	10	10	18	14	20
17. Federal legislation which tends to show preference to various institution types	7	14	3	25	8	26
18. The ratio of categorical to discretionary funds	9	12	5	23	5	29

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
19. The ratio of developmental (or exemplary) to maintenance (or operating) funds	9	12	7	21	10	24
20. A disparity between the push and the funding for career education	3	18	4	24	1	33
21. The disparity between the push for career education and the availability of tested career education course guides, teaching materials, etc.	6	15	11	17	5	29
22. The impact of "straight-jacket" State Plans	8	13	8	20	18	16
23. Access to a comprehensive data base that will support institutional program decisions as well as statewide priorities	5	16	1	28	4	30
24. Evaluation techniques that assign appropriate weight to produce (rather than process) criteria	7	14	2	27	7	27
25. State license and/or labor union requirements that limit the opportunities for cooperative work experience	10	10	12	16	15	19
26. Salary schedules which may imply one level or type of education is more valuable than another	9	12	15	13	16	18
27. The incongruity in teacher certification requirements for the various institution types within a state; and/or reciprocity between states	11	7	16	8	14	20

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
28. Staff development for career education	2	19	3	25	3	31
29. Assigning the responsibility for career education in the administrative hierarchy	7	14	9	19	14	20

"The distinction between career education and vocational education" (item 3) as the second "most important"/"important" problem/issue, while state directors of community/junior colleges and vocational and technical education ranked it eighth and sixth respectively.

Table III shows the rank order of problems/issues with the most responses to the alternative "I do believe my office would be the appropriate agency to initiate steps to help resolve . . . ." as perceived by state agencies. Whereas there is some agreement among the three state director groups as to which problems/issues they believe their office "would be the appropriate agency to initiate steps to help resolve," there also exists considerable disagreement.

For example, state directors of adult and continuing education believe their office "would be the appropriate agency to initiate steps" to help resolve problems/issues of "The distinction between

TABLE III: RANK ORDER OF PROBLEMS/ISSUES WITH THE MOST RESPONSES TO THE ALTERNATIVE "I DO BELIEVE MY OFFICE WOULD BE THE APPROPRIATE AGENCY TO INITIATE STEPS TO HELP RESOLVE . . . ." AS PERCEIVED BY STATE AGENCIES

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
1. The distinction between the goals of secondary, post-secondary, and adult & continuing career education	1	8	12	6	6	12
2. The distinction between the goals of secondary, post-secondary, and adult & continuing vocational education	2	7	11	7	1	21
3. The distinction between career education and vocational education	3	6	9	8	2	20
4. The assumption that post-secondary education is not legitimate unless it is "college-level"	7	2	1	16	10	7
5. The conflict between single-purpose versus comprehensive institutions	6	3	2	15	13	4
6. Changing our frame of reference from program-centered to student-centered	7	2	2	15	4	14
7. The organizational structures within states tend to discourage cooperative activities	6	3	4	12	10	7

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
8. The absence of state-wide planning for the various institutions which have vocational education programs	5	4	6	11	3	16
9. The tendency to ignore the role of proprietary institutions	7	2	13	5	10	7
10. The absence of channels to identify, and strategies to use, community-based resources	4	5	7	10	8	9
11. The failure to articulate the respective roles of State Directors for Comunity College, Adult & Continuing Education, and Vocational Education	5	4	7	10	11	6
12. The absence of competency-based proficiency exams to guide efficient student program selection	7	2	8	9	11	6
13. The transfer of credits from one program to another	9	0	1	16	12	5
14. The role(s) of the colleges and universities in career education	6	3	10	8	12	5
15. The role of State Advisory Councils	6	3	12	6	4	14
16. The role of state or regional accrediting associations	8	1	7	10	14	3
17. Federal legislation which tends to show preference to various institution types	7	2	12	6	14	3

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
18. The ratio of categorical to discretionary funds	6	3	11	7	8	9
19. The ratio of developmental (or exemplary) to maintenance (or operating) funds	4	5	11	7	8	9
20. A disparity between the push and the funding for career education	5	4	7	10	7	10
21. The disparity between the push for career education and the availability of tested career education course guides, teaching materials, etc.	6	3	12	6	9	8
22. The impact of "straight-jacket" State Plans	3	6	5	11	4	14
23. Access to a comprehensive data base that will support institutional	4	5	2	15	5	13
24. Evaluation techniques that assign appropriate weight to product (rather than process) criteria	5	4	3	14	6	12
25. State license and/or labor unior requirements that limit the opportunities for cooperative work experience	9	0	11	7	8	9
26. Salary schedules which may imply one level or type of education is more valuable that another	9	0	8	9	15	2

Issue or Problem	Adult & Con. Ed.		Community Colleges		Vocational Education	
	Rank	N=20	Rank	N=33	Rank	N=34
27. The incongruity in teacher certification requirements for the various institution types within a state; and/ or reciprocity between states	9	0	11	7	8	9
28. Staff development for career education	1	8	3	14	4	14
29. Assigning the responsibility for career education in the administrative hierarchy	3	6	8	9	8	9

the goals of secondary, post-secondary, and adult and continuing career education" (item 1). State directors of community/junior colleges and vocational and technical education, on the other hand, are much less certain. "The distinction between the goals of secondary, post-secondary, and adult and continuing vocational education" (item 2) and "The distinction between career education and vocational education" (item 3) are problems/issues which state directors of adult and continuing education and vocational and technical education feel their offices "would be the appropriate agency to initiate steps to help resolve" the problems/issues; however, community/junior college state directors are of a completely different opinion.

State directors of community/junior colleges feel, much more so than their counterparts in adult and continuing education and vocational and technical education, their office "would be the appropriate agency to initiate steps to help resolve" the problems/issues of "The transfer of credits from one program to another" (item 13) and "The conflict between single-purpose versus comprehensive institutions" (item 5).

CONCLUSION

The results of the survey inventory reveal that each of the three state director groups recognizes and acknowledges the existence of problems/issues related to implementing career education at the post-secondary level; however, there is considerable disagreement as to the magnitude of these problems and the appropriate agency to initiate steps to help resolve them.

POST-SECONDARY PROGRAM PLANNING
IN A CAREER EDUCATION CONTEXT

By

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51/58

POST-SECONDARY PROGRAM PLANNING IN A CAREER EDUCATION CONTEXT*

The post-secondary level has emerged and is continuing to emerge as a critical dimension of career education. There is an obvious and urgent need to coordinate and orchestrate the several elements of the present "systems" to more effectively contribute to the lifelong career development needs of people. The real reason for our being together is to more effectively meet "people" needs. I hope the primacy of people will dominate our thinking as we strive to evolve planning and articulating mechanisms in our conference and discussions.

I would like to review quickly the need for career education, trace some of its antecedents, discuss major dimensions of the concept as it relates to post-secondary educational programs, and share with you the progress on the National Career Education Models as a context for discussing planning elements for optimizing career education at the post-secondary level.

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*Delivered by Dr. Ronald Daugherty on behalf of Dr. Robert E. Taylor.

NEED FOR CAREER EDUCATION

To establish the need for career education, it is not necessary to enumerate in full detail the range, magnitude, or intensity of the problems currently faced by society and the educational profession in preparing individuals to become effective, contributing members of society. Post-secondary educators are acutely aware of and prepared to cope with such problems because you are where the "rubber meets the road" in career education. To highlight but a few problems, among youth we find truancy, alienation, drug addiction, unemployability, and, in too many cases, misunderstanding or total ignorance of the world of work. Dropout rates are reaching alarming proportions. Thus, we find individuals graduating or leaving schools ill-equipped to cope with the complexities of a modern technological society.

At present, large numbers of high school and college graduates, as well as the recipients of doctoral and master's degrees, are unemployed, and everyone--students, parents, employers, and policy-makers, each with his own personal and institutional interests--is asking why. Substantial portions of the population lack fulfillment in their work, are locked into dead-end jobs, or are unaware

of possible vertical and lateral career transitions. Their current state of incapacitation is compounded by the fact that the educational "non-system" is neither structured nor equipped to assist them. Our educational delivery system is fragmented, disjointed, and uncoordinated. It does not parallel the lifelong needs of people for career development.

In addition to problems associated with youth, society and the education profession must deal with problems common among adults. Men and women are faced with difficult problems in adjusting to and preparing for the dual roles of family member and worker. We witness adults faced with mid-career decisions and career redirection and those who have experienced an erosion in their employment skills. The need of these individuals for help in their future career planning and development is no less intense, and the social, educational, and economic consequences of inaction are no less severe, than the needs of youth. Overlaying both these groups are the severe problems of the disadvantaged--those who represent the failures of our present social systems.

At the same time, our position of leadership in the free world demands a strong economic base which, in turn,

requires new skills and increased levels of efficiency and productivity if we are to survive in world competition. The problem, then, becomes one of balancing the requirements of society with essential freedom for individuals. And the urgent question before this conference is how do we more effectively articulate various elements of society and particularly the educational enterprise to meet diverse people needs.

In my judgment, there are no ready-made panaceas or shortcuts to resolving the educational implications of these complex problems. However, career education, growing out of a heightened social consciousness and the research tradition of career development fused with concepts of vocational education, occupational guidance, and manpower planning, appears to hold considerable promise as a philosophical construct for orienting and deploying our educational resources. It provides a needed conceptual framework and sets forth a new vigorous sense of purpose and mission for education.

ANTECEDENTS OF CAREER EDUCATION

To the casual observer, career education may appear to be a totally new conceptual focus for American education that burst on the scene full-grown and received initial

visibility and emphasis when U. S. Commissioner of Education Sidney P. Marland, Jr., issued his call for "Career Educatior Now" to the National Association of Secondary School Principals in Houston in January, 1971. However, career education is not a totally new or revolutionary concept. It is the result of evolutionary development.

Significant dimensions of the concept have historical roots deep in American thought and action. At least three major sources have contributed substantially to the evolution of career education as a major conceptual framework for American education. These three sources are: (1) statements of the major goals of education enunciated by various groups, (2) educational legislation reflecting society's collective intentions in this area, and (3) the accumulation of research findings concerning individual development.

For a recent indication of public support for career education as a framework for American education we can look to the September 1972 issue of the Phi Delta Kappan report of the latest national Gallup poll of public attitudes toward education.[1] In attempting to determine

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[1]George H. Gallup, "Fourth Annual Gallup Poll of Public Attitudes Toward Education," Phi Delta Kappan, September 1972, pp. 33-46.

the American public's view of the goals of education, the following question was asked: "People have different reasons why they want their children to get an education; what are the chief reasons that come to your mind?" The following are the responses and the percentages of respondents mentioning each in some form:

Responses	Percentage Responding
1. To get better jobs	44%
2. To get along better with people at all levels of society	43%
3. To make more money--achieve financial success	38%
4. To attain self-satisfaction	21%
5. To stimulate their minds	15%
6. Miscellaneous reasons	11%

The sample for this study included 1,614 adults, which, according to Gallup, described a modified probability sample of the nation. Interviewing was conducted in every area of the country and in all types of communities April 21-23, 1972.

These responses to the question on goals of education provide strong endorsement and reinforcement on the part of the public for career education. Judging from the

responses, education consumers want career education. Additionally, the responses seem to indicate that Americans are highly practical people who believe that education is the vehicle for preparing for all life's roles (the Jencks report notwithstanding).

DEFINING CAREER EDUCATION

Although it is an evolutionary concept with many historical antecedents, career education is not a mere repackaging of existing educational programs under new titles. It is a synthesis of the best of existing educational practice within a new educational rubic encompassing career development.

These are many characteristics of career education that have been identified by researchers and practitioners, but there has been no uniform definition of career education that has been overwhelmingly accepted and there is little likelihood that this will evolve within the near future. However, for an operational career education definition, the following tenets are proposed:

1. Career education is a comprehensive educational program focused on careers. It begins with the entry of the child into a formal school program and continues into the adult years.

2. Career education involves all students, regardless of their career development.

Career education introduces a new polarity and sense of purpose into education. It is viewed as a new paradigm for education, focusing on individual career development. Career education considers curriculum to be systemic, an integrated and cumulative series of experiences designed to help each student achieve: (1) increased power to make relevant decisions about his life and (2) increased skill in the performance of all his life roles. Specifically, then, career education is designed to capacitate individuals for their several life roles: economic, community, home, avocational, religious, and esthetic. It recognizes the centrality of careers in shaping lives by determining or limiting where one works, where one lives, one's associates, and other dimensions that are significant in defining a life style. Career education should not be viewed as another "add on." It is not incremental or cross-sectional. It represents an infusion throughout the curriculum and calls for a restructuring and reorienting of the total education program. Career education should be viewed as

lifelong and pervasive, evolving with your leadership to permeate the entire education program. It is designed for all students.[2]

In a macro sense, and in harmony with developmental theory, career education can be viewed at five general levels. Level one is pre-school through grade six, when all young people, through their regular classroom activities, will have an opportunity to learn about the world of work, the man-made environment, and technology, and begin to understand and appreciate the dignity of work and the social contributions made by various occupational groups and professions.

The second level is the middle grades and in some cases may extend as high as the tenth grade. Here all young people will have an opportunity to systematically explore occupational options.

The third general level of career education is the senior high school level, grades 10 through 12, where the major emphasis is on focusing choices and initial vocational preparation. This is the area in which we must continue to

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[2]Keith Goldhammer and Robert E. Taylor, Career Education: Perspective and Promise, (Columbus: Charles E. Merrill Publishing Company, 1972).

emphasize the development of salable skills, expanding and broadening good occupational programs and helping students make application of all subject areas to their career development goals.

The fourth and fifth general levels are directly related to your mission. They are post-secondary and continuing education. I would term these specialization and regeneration. Here community colleges, technical institutes, colleges and universities, proprietary schools, and the community as a campus are instruments for providing additional career education options. These options should relate not only to preparing individuals for initial employment but should also provide programs designed to help them progress in their chosen career line or elect new options. Post-secondary regeneration must possess elements of the first four levels of career education.

GOALS OF POST-SECONDARY EDUCATION

The concept of career education has been the underlying philosophy of post-secondary education from its inception. The Assembly of the American Association of Community and Junior Colleges recently reaffirmed these goals. Its report states that in developing their programs, community and junior colleges should:

1. Aim for the goal of equipping all their students for personal fulfillment, immediate gainful employment, or for transferability to a four-year college with the intent of reaching a defined career goal.
2. Provide for working students the right of access to instruction at times and places convenient to them, and consider increased utilization of the external degree, life experience, and similar concepts.
3. Include personal development and self-realization programs as an essential responsibility to their students, using appropriate people in the community as a resource. Faculty-staff-community-student relationships should be improved through these programs.
4. Give equal status to student personnel and community services and to vocational, transfer, and general education.
5. Consider the development of occupational education programs linked to business, industry, labor, and government a high priority. Increased opportunity through

work experience and/or cooperative education should be a major thrust.

6. Utilize new concepts of education, serving as a learning center, personalizing, if not individualizing, the instructional process. Learning modules in varying forms (as to time and content) and other new techniques and technologies, will help to accommodate the broad range of needs among students to be served.
7. Above all things, and at all times, be flexible and responsive to change, in a continuing effort to provide more effective educational services. This requirement goes beyond mere reaction to changes in societal demands. We must also serve as initiators of change and new ideas in our communities. We must provide leadership to assist communities in determining their educational priorities as well as respond to them.[3]

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[3]William A. Miller, Jr., "Jr. Colleges Told to Be Aggressive," The Chronicle of Higher Education, December 11, 1972, p. 4.

Without exception, these seven highly practical and critical goals for post-secondary education are congruent with the career education concept. They definitely strengthen the position of the community and junior colleges to contribute to the realization of career education by allowing them a range of educational tasks closely related to individual needs.

THE CAREER EDUCATION MODELS

The federal government projects that more than $104 million will have been made available through a variety of programs for research, development, and the implementation of career education concepts by the end of 1972.

There now exist four alternative conceptualizations of career education, or, more accurately, four alternative ways of delivering or facilitating career education goals. In a research and development sense, the four models may be viewed as alternative means of delivering on our career education commitments. The four models are the:

1. Comprehensive Career Education Model (The School-Based Model)
2. Employer-Based Model
3. Home/Community-Based Model
4. Residential-Based Model

The School-Based Model

The U.S. Office of Education has designated The Center for Vocational and Technical Education, located at The Ohio State University, as the prime contractor to develop, test, and install the School-Based Comprehensive Career Education Model. The Model is being developed in six local school districts selected by the Office of Education. They are: Mesa, Arizona; Los Angeles, California; Jefferson County, Colorado; Atlanta, Georgia; Pontiac, Michigan; and Hackensack, New Jersey.

For the purposes of the School-Based Comprehensive Career Education Model, career education is defined as a comprehensive educational program focused on careers, beginning with the entry of the child into a formal school program and continuing into the adult years.

The current scope of the CCE Model is to develop and test a career education system (K-12) in these districts. Present funding limits development to K-12; however, we have repeatedly requested funds for post-secondary development. We still hope to begin development in this vital area.

During the 1972-73 school year, it is anticipated that approximately 100 curriculum units will be field tested in the six local education agencies cooperating in

this project. The majority of the 85,000 students in these participating CCEM attendance areas will be included in career education curriculum units or some facet of career education.

The Employer-Based Model

The goals of the Employer-Based Model are: (1) to provide an alternative educational program for students, ages 13-18, in an employer-based setting, (2) to unify the positive elements of academic, general, and vocational curricula into a comprehensive career education program, (3) to increase the relevance of education to the world of work, and (4) to broaden the base of community participation, particularly by involving public and private employers, directly and significantly in education.

The program will be operated by a consortium of businesses and other organizations, both public and private.

At the present time four organizations have contracts to independently develop employer-based career education models. These contracts are being pursued independently in an effort to develop independent alternatives within the Employer-Based Model concept. These organizations are Research for Better Schools (RBS), Inc., Philadelphia, Pennsylvania; Far West Laboratory for Educational Research

and Development, Berkeley, California; The Northwest Regional Educational Laboratory, Portland, Oregon; and the Appalachia Educational Laboratory, Charleston, West Virginia.

The Model has the capability of operating on a year-round basis and will provide for open entrance and exit of students. It is anticipated that the program will be operated by a consortia of public and private employers. Each consortium will encourage the assistance and active support of such diverse community elements as unions, schools, parents, PTA's, and chambers of commerce. The program will emphasize educational experiences that take place in a variety of settings, such as laboratories, production lines, parks, museums, hospitals, and construction sites. The aim is to make the community the classroom. Guidance counselors and prospective employers will, together with each student, plan a learning program consistent with individual interests and objectives. One hundred students were expected in October 1972 at Philadelphia. The Far West Laboratory for Educational Research and Development has about fourteen student enrollees in Oakland, California. Twenty-five students were expected in September 1972 at Tigard, Oregon. The Appalachia Educational Laboratory will have approximately twenty-five students participating during the late fall of 1972.

All of the employer-based career education programs have a common program format in that the programs provide both the career skill development in real life occupational setting in business and industry and related academic training in the educational setting of a school.

The Home/Community-Based Model

The goal of the Home/Community-Based Model is to offer a career-oriented educational program to out-of-school youth and adults, who, for a variety of reasons, are not participating in regular school programs or who want additional learning opportunities.

The primary strategy for reaching the out-of-school youth and adult population will be through the mass media. Once adults are motivated, agencies and programs must be set up that can handle the needs of these adults. These needs include central screening, counseling, training, and placement and necessitate working with employers and other national, regional, and local organizations that will participate in the guidance and operation of the program.

This program will attempt to use mass media to attract the attention of the adult-based population to the program, to assess the career education interests of the target population, to provide the target group information about

existing career education alternatives and resources, and to provide, where appropriate, skills related to engaging in career education.

In July 1971, the Education Development Center in Newton, Massachusetts, entered into a contract with the Office of Education to carry out a program of research and technical support relating to a Home/Community-Based Model of career education. The target date for beginning activity was fall 1972. Numbers of participants are difficult to estimate. Participants may drop in and out and some may be repeaters. Best estimates at present are 300 to 500 weekly.

The Residential-Based Model

The Mountain Plains Regional Education Center, recently established at the Glasgow, Montana, Air Force Base, will develop and begin to implement a resident career education program with services to disadvantaged individuals and families drawn from rural areas of Idaho, Montana, Wyoming, North Dakota, South Dakota, and Nebraska who are trying to develop their economies. Program components in the residential-based model will include education, family life and community services, health and health services, economic development services, and research and evaluation activities.

Families selected for the program are provided free transportation to Glasgow. After arrival, they receive an orientation, and an individually designed program is developed for each family. This program is called a "prescription." This prescription is based upon information from individual interviews, personal data, interests, needs, aptitude data, and availability of facilities and activities. These prescriptions are changed as the family's needs change during their progress through the program.

Entire family units and individuals are now reporting to the training site so that each family member can develop an appropriate career role through employment, study, home management, or a combination of these. Employment upon completion of the residency is guaranteed by the home state of each family. Experiences in developing and operating the Glasgow center will be utilized in assessing the potential for other kinds of institution-based career education programs.

Implications of the Alternative Career Education Models

It is difficult, if not impossible, to assess the full range of implications for each of these models, let alone

the synergism among them. However, the future implications of a successful School-Based Comprehensive Career Education Model are significantly magnified when considered in relation to the other three. In my judgment, all models are related to the School Model. The School-Based Model may be viewed as the formative developmental program provided for all children and youth. The other models extend the concept beyond the formal school and provide educational opportunities for individuals through all the successive stages of their lives. As now conceived, the models should provide opportunities for career development and preparation for any person, regardless of his age, regardless of the circumstances under which he must work and live, and regardless of the social or physical barriers he might face.

ELEMENTS OF STATE-LEVEL CAREER EDUCATION PLANNING

Career education is massive in its total implications. In thinking through the possibilities of career education for post-secondary educational programs, I would like to mention several planning considerations. Many are self-evident but, because of their importance, need emphasis. They are both process and substantive in nature. That is,

some apply to the introduction of any major innovation, and others relate directly, or even uniquely, to the installation of the career education concept.

The Need for Dynamic State-Level Educational Leadership

The successful development of the career education concept depends in large measure on the quality of leadership. There are many factors to consider in undertaking any major development or redirection in the state's post-secondary level enterprise. Typically, the number of factors to consider and their potential consequences relate directly to the degree of change, the number of individuals and roles affected, and the perceived relative advantage of the change. If we are to provide leadership in our states, we must sharpen our conceptualization of career education, establish operational goals within our own sphere of influence, establish priorities, allocate resources, and provide essential technical support within the context of coordinated state planning by recognizing the unique capacities and talents of other institutions and agencies. Leadership must initiate, structure, and create the atmosphere for a new, revitalized educational system where all persons--youth and adults--will have ready access to relevant, contemporary, and meaningful education.

Use of the Knowledge Base that Supports Career Education

Two basic types of knowledge should be exploited--documents and data. Information on career education should be gleaned from all sources, thereby allowing planning and development to build on earlier efforts. A critical review should be made of the knowledge base available through ERIC: Research in Education, Current Index to Journals in Education, Abstracts of Instructional Materials in Vocational and Technical Education (AIM), and Abstracts of Research and Related Materials in Vocational and Technical Education (ARM). Become acquainted with the "state of the art" papers, such as the review and synthesis papers published by the ERIC Clearinghouse on Vocational and Technical Education, e.g., Herr's Review and Synthesis of Foundations for Career Education and Budke's Review and Synthesis of Information on Occupational Exploration. The products of the national R&D centers, regional labs, and State Research Coordination Units will also be helpful. The Supportive Information for Comprehensive Career Education Model, a program currently underway at The Center, provides a mechanism for obtaining career education and career development materials for inclusion in the CCEM Model. Many of the materials collected are appearing in the ERIC system.

Additionally, a management information system should be installed. Current and projected manpower needs and job requirements should be established and made available to planning personnel. More realistic career program planning can be projected in part on the basis of employment data. Specific manpower information needs include: statewide status of labor force entry and re-entry; local utilization of governmental manpower funds; potential increase of job opportunities; impact of alternative income policies and programs; local occupational needs and employment opportunities; and underdeveloped human resources.

In terms of a manpower forecasting model, career education planners should ensure that at least the following elements be included:

1. Demand and supply forecasts. Forecasts of employer's requirements should be complemented by estimates of available supply within a certain geographic distribution of employment, including individuals within the vocational education system. Breakdowns on the supply side by age, sex, race, and possibly aptitude will be required to evaluate educational performance in meeting needs

of disadvantaged groups. Supplemental data on wage levels and trends, based on employer forecasts of scarcity in different occupations.

2. Classification detail sufficient to match curriculum content with skill requirements of a given job or job cluster.
3. Technology predictions detailed enough to allow expert assessment of required qualitative and quantitative changes in curriculum generated by productivity changes.

Allocation of Resources

Initially, implementing career education can be expected to cost more in terms of resources than existing educational programs, although the long-range costs should not exceed five to seven percent of existing educational program costs if we ignore inflationary costs. This increased cost could realistically be reduced through better management of resources.

State and federal decision-makers must be made aware that if post-secondary educational institutions are to remain viable and serve the many state and national educational priorities, additional funds must be made available to support increased operational facilities and

equipment costs.

Job Placement

Post-secondary educational institutions should initiate an active and well-staffed placement service that provides for student counseling, career planning, job entry, educational placement, and part-time employment. There should be a constant effort to place all students either in a job or in further education when they exit from the school system. Special purpose placement for the handicapped and disadvantaged are also needed. The types of programs that are and can be successfully centered in such a placement facility include work experience programs and cooperative education programs. The public often judges the effectiveness of educational programs largely on the placement aspect of their operation.

The preceding emphasis on manpower forecasting, resource allocation, job placement, etc., emphasizes the need for an effective, efficient, and compatible management information system for secondary and post-secondary career education. The Center for Vocational and Technical Education, realizing the long-standing vacuum that has existed in the area of "management tools," has undertaken a long-term research and development program aimed at the

development of a comprehensive management information system. This effort, under the direction of Cecil Johnson, is being developed cooperatively with the states of Wisconsin, Kentucky, and Colorado. The final product should be a transportable management information system capable of providing management-type data in the manpower supply, manpower demand, resource allocation, student follow-up, program cost, and underdeveloped human resources areas. CVTE projections currently indicate that the system should be available for installation in 1974.

Utilizing Career Education Advisory Councils

In establishing concepts as complex as career education, the development of advisory councils is a high priority. These advisory councils typically consist of representatives from employers, labor, parents, students, and various governmental agencies. Advisory councils should serve post-secondary educational systems in a number of valuable ways: (1) render advice on curriculum content, (2) advise concerning the facilities and equipment needed for appropriate training within a particular career cluster, (3) help ensure appropriate placement of existing students who have been preparing for careers in the various career cluster areas, (4) serve as a link between the

education system and the new resources necessary to make career education work, and (5) improve planning, coordination, and evaluation.

Assess Congruence of Current Programs to Career Education Goals

Existing educational programs should be examined in terms of their positive contribution to the state's current and long-range comprehensive career education goals. The congruence of existing career preparation programs to labor market projections should be determined. Relevant segments of the programs should be retained and a restructuring process initiated to assure an educational program focused on helping the individual achieve his self-established career goals.

Designation of 1202 Commissions

The provision of Section 1202 of the Education Amendments of 1972, which requires states to establish post-secondary education planning commissions, is a current concern among state educational administrators. If the states want federal program money, the "1202 commissions" have the potential to control the building and growth of community colleges, direct course development in occupational education, and draw up complete plans for post-secondary education throughout the state. The commissions

are also expected to take on some responsibility for administering the "bail out" emergency aid for financially troubled schools and the grants for improving post-secondary education. In addition, the 1202 commissions have a part to play in the administration of the community service, instructional equipment, and academic facilities programs. And finally, OE may decide to use the commissions to run the Basic Educational Opportunity Grant programs in each state.[4]

Each of you as state educational leaders have the opportunity to ensure that these commissions serve a positive role in the development of post-secondary career education programs. The laws and regulations are so flexible that each state can limit the activity of its 1202 commission or give it full authority to take on coordinating and planning activities.

Assess Alternative Delivery Systems

The organizational implications of alternative delivery systems to achieve the goals of career education must be considered early by post-secondary education planners. Specific elements to examine include requirements for:

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[4]"States Will Control Planning Panels," Education Daily, December 4, 1972, p. 1.

educational organization, administrative structure, policies and procedures, staff assignments, program relationships, articulation, and projected financial costs.

Staffing poses the greatest problem to educational planners when they consider major change. Whereas in the past only the president, provost, and deans may have been selected from outside the system, the trend will be to include many other types of specialists at the management level that highly sophisticated concepts like career education will demand in the future.[5] The development of effective "temporary" staff patterns for post-secondary institutions may be necessary to effect the rapid change that career education and the society demand.

Planning and Evaluation

Someone once said: "It's not the direction the wind blows but how you set your sail that determines in which port you drop anchor." Without a comprehensive plan for implementing and operating a career education program, the winds of politics, funding, inadequate leadership, and an

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[5]George N. Smith, Problems in the Organization and Administration of Career Education Programs (Speech prepared for the National Conference on Career Education for Professors of Educational Administration, May 7-9, 1972, Columbus, Ohio), p. 12.

ever closer scrutiny by society, will leave the question of our education system's destiny as highly speculative. Explicit and detailed guidelines need to be developed that establish parameters, thus reducing the effects of external forces on the plight of career education.

Rigorous evaluation to assure effective and efficient delivery of career education goals must evolve. We can expect on the part of the public, the Congress, and others, a greater concern for accountability for desired outcomes.

Evaluation needs to be in the mainstream, internalized, not imposed, sporadic, and ignored. We need to fuse continuing mechanisms and procedures for evaluation into the organizational and administrative structure of career education.

How do we make evaluation results (information for decision-making) a tool for state program planning and development? We should not view it as a mechanistic or ritualistic kind of activity, but rather a means to generate data needed to guide leadership in developing the kind of programs that we need.

The kind of question being asked is not what are we doing good or whether it is of some value, but is what we are doing making the best use of funds? Is what we are doing the best alternative for individuals and society?

What are the economic returns? What are the benefits from various types of investments? In addition to the returns from educational programs, we might want to address ourselves to investments in program development, state leadership, administration, ancillary services, and teacher education. What are the alternative uses of funds in these areas?

It would be a serious mistake if we confine our activities in evaluation to looking exclusively at our own groups and not give consideration to the broader context and the impact of other educational programs, public and private. Certainly this has implications for data sources and for involvement as we proceed with the evaluation of state programs.

Coordination with the Public, the Institutions, the Agencies, and the Consumers

Considerable articulation is needed to ensure maximum effectiveness and efficiency in our delivery of career education. Accurate student needs assessment and manpower forecasting are directly linked to the articulation of post-secondary education systems at local, state, and federal levels with other educational and education-related institutions and agencies.

Turning toward our initial emphasis on the primacy of people, it is important that we give additional consideration to developing continual, comprehensive, individualized transitional records that would follow individuals through the various levels and alternative channels of the educational system. It does not seem unreasonable to charge each level of the educational system to provide an analysis and/or diagnosis of needs and concerns for each individual to be addressed in the next step, albeit advanced education or employment. Such a cumulative, comprehensive system would allow both educators and employers to more effectively assess individual needs, capabilities, and aspirations, and to provide a working data base to enable the educational system and employers to more effectively assist individuals in reaching their goals and potential.

SUMMARY

In summary, the needs for career education are urgent and obvious. In my judgment, career education builds on a sound philosophical and theoretical framework. In the broader context, it may well provide the vehicle for revitalizing the American educational enterprise and re-establishing its relevance and credibility with society. Career education as a concept can be the vehicle through

which post-secondary institutions undertake a fundamental reformation of their curricula to make them more responsive to emerging needs and less dependent on the tradition of the lower division of the four-year institution.

To be sure, there are many unresolved issues and questions in implementing career education. However, we need to face them. With respect to resources, we must find ways to re-allocate and re-establish priorities within our educational budgets. Further, if career education is successful in delivering on its promise, we can look to diverting resources from present investments in programs of unemployment, welfare, and correction.

Many career education goals can be attained by changed attitudes in educational personnel, thereby injecting new polarity, purpose, and commitment. Recognizing its stage of development, career education should be viewed as a pervasive and evolving concept. It is difficult, if not impossible at this time, to explicate the whole range of interactions and implications inherent in the full implementation of the concept. It is obvious that post-secondary institutions will play an increasingly vital role in the implementation. More effective articulation is implied if not mandated.

As educators, as citizens, we must confront these problems, think them through, consider, shape, and evaluate career education so that it can keep its promise of fully capacitating individuals for their multiple life roles.

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THIRD MODULE

ROLES AND RELATIONSHIPS OF STATE LEVEL AGENCIES AND INSTITUTIONS

Session Chairman
Louis W. Bender

MY PERCEPTION OF THE ROLE(S) OF MY COUNTERPARTS

By

Robert G. Allen
Director
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9/97

MY PERCEPTION OF THE

ROLE(S) OF MY COUNTERPARTS

Ladies and gentlemen, I am deeply honored and completely humbled by this opportunity. To have this assignment to speak to such an assembly of leaders in the field of public education and to share the podium with Dr. Lee Henderson and Dr. Francis Tuttle gives me a great sense of accomplishment and pride. However, the responsibility that goes with the honor scares the hell out of me.

When I first found out that Dr. Ed Rumpf and Dr. Len Hill had successfully maneuvered me into this position, I thought of a number of desperate measures that might get me off the hook. However, my wife told me I couldn't quit this job until I had found another, my children told me they wouldn't want to face the stigma of a suicide in the family, and the Army told me I was too old.

Then, after all my panic, I reread the agenda of the conference and realized that my assignment was to tell my counterparts in vocational education and community colleges what their responsibility to the career education concept should be. This calmed me considerably, because there are so many perceptions of the "real" meaning of career education that no two "experts" are supposed to agree anway, and, besides that, telling other people how they should run "their" business is one of my favorite pastimes.

Now I have to get serious, and career education is serious business. We in public education must look very closely at the awesome responsibilities we face in providing the nucleus of the comprehensive education that our society needs and demands, and make some judgments on how the career education concept can give us a better sense of direction in evolving, guiding, and supporting that comprehensive program.

It is appropriate that the three groups are together to examine models and approaches for post-secondary education, for several reasons. The most obvious and the most practical reason is that the systems we operate under are interlocked at several points, as we survey needs, as we identify resources, as we deliver programs, and maybe most important of all, as we seek funds for serving our constituency or our clientele. We are being asked by academicians to cast aside turfsmanship and collectively concentrate on the needs of the individual we are commissioned to serve. This will be a reasonable request if we can collectively identify our turf.

So, what do I perceive to be the role of my counterparts, working in the vineyards of career education. Well, first of all I must stop "crayfishing" and say that I really don't know my role all that well. I suspect it is not so different from yours. I do know that we work with different segments of the same client group, from different perspectives, and at different points in time. Our nerve ends respond to different stimuli.

However, we serve the same voters and taxpayers, we criss-cross the same geography, we share in the same heritage, we love and respect the same nation and creed, and we all seek to provide the same educational opportunity to our children and our fellow man. Yet each of the three groups work within a different sub-system of government and public service.

In other words, the vocational educator should consider the entire public education system to be under the fine focus of one side of his binoculars, while the "world of work" is kept bright, clear, and up close, in the other side. He should be the one who has the best understanding of the current and anticipated demands of the job market, the range of employment and career opportunities that exist, or may exist in the future, the understanding, educational skills and vocational preparation necessary to move effectively into the job market and through a career, as well as the resources that are available both in and out of public education to equip the youth or adults. Then, he should be the one who is both an advocate for and a constructor and evaluator of the components of the elementary, secondary, post-secondary and adult and continuing education systems and curriculum that make the right things happen.

This means that the vocational education administrator, to be truly effective, will necessarily need to involve himself, <u>whether or not he is invited</u>, in every level of research and data gathering

that leads to decisions regarding the opportunities and requirements of the job market, and the characteristics of the children, youth, and adults who will move into that market place. He must then proceed to insert himself into every level of decision making to insure that the structure, content, and thrust of the total system that evolves makes adequate provision for career awareness, the dignity and necessity of work, career exploration, and preparation for a career.

He must be prepared to do battle with the academician, the researcher, the fiscal officer, the commissioner, the legislator and the executive. He must accept the responsibility for determining the need and making the total system respond to that need.

The second major responsibility of the vocational education director must be to then "deliver the goods." He must have the commitment and the capability to move every step of the way with the education planner, the teacher trainer, the curriculum developer, and the fiscal officer, whether the educational program and budget be for adults, children, youth, or special needs group, and supply the expertise and effort that fulfills the demand and the promise.

Most of all he must keep his own house in order, deliver quality vocational counseling and training, continually evaluate the effectiveness of his programs, and report the results.

The community college director then has it easy. All he must do is put down civil wars and lesser disorders, and see to it that the budget is appropriately underwritten, and balanced between the warring factions.

No, seriously, I see the role of the administrator of community colleges as being quite different and equally important and difficult, if career education is to be effective at the post-secondary level.

If Texas is anywhere representative of the whole, any post-secondary state plan and program for career education will be quite complex. Whereas the vocational administrator has the task of impacting on and designing and inserting concepts into the three systems, the community college system must sit on top as a separate system that receives the successes and failures of the other two systems. It must have provisions for both a continuance of that career education process that has been reasonably successful and for a "start from scratch" process that picks up the unoriented and untrained, and maybe undereducated individual, and provides him a "crash program" in a relatively short period of time.

So, I see the role of the community college dean or director as being that of being both the blessed and the damned. If the vocational educator has done a good job in his advocacy role and his provider role, the community college director can concentrate

on a reasonably efficient process that picks up the aware and well-adjusted youth or adult and, with the tools and data provided, deliver the education and training appropriate to the intelligent desires of the student and the field of career opportunities and higher education, while continuing the awareness phase.

More likely he is going to be dealing with a "mixed bag" of individuals lined out and ready, prime prospects for a false start, and underachievers who have real needs and desires, but inadequate educational, social, and psychological preparation.

I do not think that the community college system can be either a "catch all" or all things to all people. Certainly it must have a degree of flexibility but to accept the full responsibility for both post-secondary education and the complete range of remediation would guarantee a failure to meet objectives and allow the "buck" to be continually passed from one level to another.

So, the community college dean or director must be willing to accept the role of assessing the needs and desires of the college age population and pass the buck back to the director of public education or over to the director of adult and continuing education when and where it becomes obvious that the system is not working.

I do not subscribe to the "open door college" concept if it means that the college must enroll and continue to serve any individual <u>for any program</u> who meets the age requirements and can

find his way to the college. At least not as far as publicly supported colleges are concerned. Now that our system of higher education has locked on to vocational education our pride in this great system can grow, and grow, as long as we have the ability to manage it efficiently and make it responsive to real needs. But post-secondary must mean "upward and onward," not "in and out," "up and bounce back down," or "up and around and around." It must stand for sensible progression toward individual goals and societal needs.

So, if there is to be sensible progression and efficient management, there must be an understanding of the total system and a full utilization of that system, including the public elementary and secondary education system, the higher education system, the vocational component that spans the two, and the adult and continuing education system that provides alternatives, meets special needs, and draws from and taps into each of the other. I could make a whole presentation on non-public educational resources that must also be considered. On-the-job-training in industry, apprenticeship programs in labor, and institutions of non-profit or proprietary nature, are examples.

The community college system administrator should participate directly in the development of the state career education plan and should be invited to do so. He should have responsibility for overseeing the implementation of that plan. He should identify

needs for supportive and remedial efforts on the part of secondary and adult and continuing education, and he should promote the provision of those services through administrative and legislative channels. And he should be fully prepared at all times to promote the utilization of community college expertise, facilities and resources generally in carrying out the goals and objectives of a comprehensive cooperative state system of career education.

To sum this all up, I would say that vocational education must be both advocate, a technical expert and provider of services, and the watchdog of career education. The community college system must be an upper layer, a recycler, and a sounding board for the success of the entire system.

MY PERCEPTION OF THE ROLE(S) OF MY COUNTERPARTS

By

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Director
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Florida

MY PERCEPTION OF THE

ROLE(S) OF MY COUNTERPARTS

That title gives me much latitude. . .and this speech has given me much agony.

I was tempted to "cop out" and use a theoretical approach to the topic, but on further consideration I realized that it would be a shame not to come to grips with the very real frictions that have existed between the vocational education and community colleges. My colleagues wonder, for example, why there has not been more direct cooperation between vocational education and community colleges in most states; and why, in many cases, have state agencies overridden attempts at the local level to develop cooperative relationships and fostered a spirit of separatism. Since such problems and attitudes have existed, it would be a shame to ignore them at this time and instead, deal with theories and platitudes.

So I propose to take a bit of license with the assigned topic and to use one state as an example of the way problems and frictions have developed between the state agencies for community colleges and vocational education. And in so doing, to relate rather candidly how the community college director perceived some of those problems.

There have been problems. In fact, an almost adversary relationship has existed in some cases. But at the outset, I should like to make it clear that I recognize that it takes two to tango and the community college director was a part of those problems . . .in retrospect, perhaps a more important part than he would like to admit.

To understand some of the problems I shall describe, you need to know a little about the organization and background of this state. Community colleges arrived on the scene in 1957, following a two-year study of the development of a state-wide plan. At that time, the Department of Education was basically an elementary and secondary organization and consisted of divisions of administration and finance; curriculum; and vocational and adult education. To these three was added a division of community colleges which, since it fell outside of the elementary and secondary field, was pretty much an autonomous unit. In this example, vocational and adult education will generally be considered together since the two are a part of a single division and under a single director.

The law which set up community colleges assigned them a comprehensive role, requiring that they should offer (1) university parallel education, (2) terminal education in vocational and technical fields, and (3) programs of adult education and community service to meet the needs of the people.

At the outset there were few problems. The state office for adult education had been active in the promotion of the community college system, and seeing the community colleges as promising vehicles for expanding opportunities for education for adults was very positive and helpful in development of the state plan. Since the community college occupational offerings were largely in technical areas at the post-high school level, there were no conflicts with or duplication of existing vocational programs. In fact, it was the interpretation of the director of vocational education prior to the Vocational Amendments of 1963 that since college credit was being offered for technical programs, these were not "of less than college grade" and, therefore, that division was not concerned, nor was it able to give financial or staff assistance in developing those programs because of the limitations in the then existing federal legislation. At the time, that seemed to me to be a very narrow viewpoint; but the colleges proceeded on their own to develop programs in health occupations and in the technologies without the benefit of federal funds and without any assistance from the program persons in the vocational division.

Then came the Vocational Amendments of 1963, and suddenly my counterpart discovered he had an interest in the programs of community colleges. Later when 13 local school districts designated their community colleges as area vocational schools, there was more interest.

During this period, problems began to develop. We found the philosophy of the vocational educators to be at variance with that of the community college division. We believed the role of a state agency was to provide the resources and a framework that would release the creativity of people at the local level to meet the educational needs of their community. Our counterparts in the vocational division, often coming out of a background of industry and labor, felt that their role was to be supervisors, and that the teachers and local administrators needed specific direction, instruction, and supervision in order to do a responsible job.

We found some vocational educators to be insecure and somewhat defensive because we had graduate degrees, while their degrees came from the school of experience. We found this insecurity expressing itself in many ways. It led them to be secretive, and we found it very difficult to find out how decisions were made regarding community colleges or to be a part of those decisions. We also found it to be difficult to get reports on what decisions had been made. This secrecy and lack of involvement naturally led us to believe that community colleges were not being treated fairly in the allocation of federal funds.

They tended to be bureaucratic. Because of a long history of federal funding, they had built up a staff that was many times larger than the five to ten people we had. We felt that the Parkinson's law was in effect and that their workload always

expanded to just a little more than they felt could be handled with the existing staff. It seemed to us that they were engrossed in reports, paper work, and regulations which tended to dictate the input and the process at the local level, and extracted a heavy price in regulations for the small percentage of federal vocational funds going into the programs.

Another factor which caused friction was the fact that our counterparts were responsible for the allocation of instructional units used to fund all vocational education in the state except that conducted in community colleges which was funded as a part of the total community college formula. Thus, for other elements of the system, our counterparts were in a supervisory or administrative role. In carrying out their responsibilities to allocate units, they were able to exercise considerable authority to assure that local agencies provided quality education--as perceived by the state agency. This supervisory role was not possible with the community colleges, and insecurities were heightened and frictions developed as they were forced to work with community colleges in a consulting role in which they were most uncomfortable. As a result we felt that priority was being given to institutions over which our counterparts had supervisory control, and community colleges were being discriminated against in support for new and expanded programs. In fact, the few staff members in the vocational division who were supportive of community colleges soon found themselves in disrepute with their colleagues,

and ultimately found it more pleasant to move on to other employment.

At the same time, we were viewed as arrogant academic snobs, and most of the folks who had been given the responsibility for occupational education in community colleges were viewed as academic types who knew not the first thing about vocational education; who knew not how to use an advisory committee; who put too much emphasis on general education at the expense of essential skill training; and who were trying to dilute vocational education to make it transferable to upper division institutions.

But in spite of these imagined shortcomings on our part, we found our counterparts to be oriented toward some outmoded concepts as pushing agriculture as a vocational program in an urban society, being concerned mainly with skill training in a highly technological society, and training too many repairmen for a throw-away society.

We found that when we made suggestions for change or questioned the procedure our counterparts hid behind "the state plan," which we were led to believe was engraved on tablets of stone and handed down from Mt. Washington.

During this time, we also discovered that our counterparts really didn't believe in comprehensive institutions, but believed rather in separatism for vocational education, feeling that vocational education in a comprehensive institution would be a second class citizen and would never be give the appropriate emphasis.

In fact, they were sure that we would house vocational programs in abandoned war surplus buildings, pay vocational faculty members less than academic faculty members, and equip the shops only with government surplus equipment. They also felt we were skimming money off the allocation for adult and vocational education and using it for other purposes, and that the only reason we were in the vocational and adult field was so we could make additional money for the more respectable academic programs.

Of course, we knew this was not true. We knew that vocational education could never be accepted by society nor meet the needs of society until it got out of its separate institutions and back into the main stream of American education.

We also developed problems about data collection. Our counterparts compiled interminable reports which they said had to go to Washington. They collected data on instruments using data categories that were developed for high schools, and that were entirely inappropriate for community college programs. Many of these forms could not be filled out by college records systems, so we ended up with two sets of data which didn't agree. This caused friction, and it caused credibility problems for both of us. We knew that they were inflating enrollments by using the summary of course enrollments and calling it unduplicated headcount; and they knew that our data did not clearly distinguish between vocational and transfer students. The public did not know what to believe.

Then in 1968, our state proposed a governmental reorganization act and the Legislature was concerned about a logical organization for the Department of Education. We felt that a logical organization would consist of three divisions, representing the three delivery systems for education in our state--the elementary and secondary schools, the community colleges, and the state university system--with the Commissioner of Education having a research coordinating unit for vocational education on his staff and placing the ultimate responsibility for this program coordination at the Commissioner's level. Naturally, our counterparts took great exceptions to this idea, assuring one and all that there had to be a separate vocational organization or else the academicians would take over and vocational education would disappear.

In the end, the Legislature did establish four divisions, three relating to levels of education and one to a program. In implementing this organization, the responsibility assigned to the director of vocational education was "such powers, duties, responsibilities, and functions not otherwise assigned by law as shall be necessary to insure the greatest possible coordination, efficiency, and effectiveness of vocational education." At the same time, the director of community colleges was assigned "such powers, duties, responsibilities, and functions not otherwise assigned by law as shall be necessary to insure the greatest possible coordination, efficiency, and effectiveness of community

colleges." Now it is instantly apparent that this gem of infinite wisdom solved precisely nothing but provided a framework for aggravating and exacerbating all the previous wounds and problems.

And yet, instead of facing up to some of the multitudes of problems that arose, both directors ignored them and blindly went their own ways until problems were so severe and the feelings so deep that these problems could not even be discussed.

To force some coordination, the Legislature mandated that an assistant commissioner of education be responsible for the coordination of vocational education. A coordinating council was established which included representatives of elementary and secondary education, community colleges, vocational education, and several members of the Commissioner's staff.

Decisions were made and problems began to get solved. But in the process, we made a remarkable discovery. Because the two directors could not or would not work out agreements, the decision making moved away from us, and members of the Commissioner's staff effectively took over the responsibilities for decisions which were best made at the division level.

This clinical history of the evolution of an articulation and relationship problem in one state can probably be duplicated many times around this country.

It seems to be that in Title X of the Education Amendments of 1972, Congress in effect mandates the same thing for all states that the Legislature did in my state. In the establishment of the

1202 Commission, Congress had said, in effect, to vocational educators, to community college educators, to university educators, and to adult educators, "a pox on all of your houses. Since you are not willing to put the welfare of the citizens and youth of this nation first, and to find ways to work together to utilize resources effectively, and to provide the needed occupational and career education, we will establish a new agency to assure the various agencies do work together or to make coordinating decisions for them."

Gentlemen, we have a challenge. Jointly we represent what are probably the most popular programs and components of the entire American education system. In the states where comprehensive community colleges have been established, they are popular because they have taken education to the people; they have been concerned with the development of human potential; they have helped people learn to live as well as to make a living; and they have pioneered innovation and renewal of education and of educational programs for youth and adults from all walks of life. At the same time, vocational education has never been stronger or more popular, and adult and continuing education may well be the wave of the future. But the cold hard facts of economic life are catching up with us, and the public realizes that more education is not better education and that more of the same is not adequate.

If we work together as partners, the various provisions of Title X and the career education concept present us with an

unparalleled opportunity to be a dominant force for the renewal and reform of education in this country. But the key words are "if we work together."

I am convinced this can be done. I am convinced it will be done. But it will not be easy. There are some very serious issues which must be resolved state by state.

First is the relationships between our offices. A continued power struggle is certainly no solution. Former Governor Oglesby of Illinois observed that change will take place only if the status quo is more painful. I submit that the status quo in our relationships is now the more painful and that we must join hands and together become educational leaders and change agents in our respective states.

Second, the matter of information and management data continues to be a serious problem, perpetuated by the fact that the U.S. Office of Education still has a dual reporting system, with community colleges being asked to report on the basis of HEGIS categories and vocational agencies being asked to report on the basis of Handbook VI categories. I am informed by the National Center for Educational Statistics that 1976 is the goal for the elimination of this dichotomy, but in the meantime, community colleges are being driven up the wall trying to crosswalk data between the various categories in order to get appropriate data for each system without complete duplication of data collection. Pending 1976, we all have to exercise patience, tact, tolerance and

understanding if we are to keep the matter of data collection from continuing to be a devisive influence.

Third, we must respect and understand the different perspectives with which we view our roles. Community college directors are responsible for institutions which generally are comprehensive, offering programs parallel to the university; offering adult and continuing education; offering college level occupational and in many cases, a high school and post-secondary vocational education, while vocational and adult directors are concerned with programs that cut across all levels and many types of institutions.

I submit that although we may view our roles differently, and we have different administrative responsibilities, our larger role as state educational leaders gives us far more in common than we have generally understood.

In conclusion, may I go back to the case study and report what I hope is the final chapter. Six months ago, the directors of vocational education and community colleges finally recognized that each was a reasonable, responsible human being, that neither could effectively carry out his responsibilities without the cooperation and support of the other, and that lack of cooperation was eroding the performance and the credibility of each, or perhaps they simply recognized the wisdom of Confucius when he said, "He who slings mud, loses ground." As a first step they agreed to meet regularly each Monday for lunch on a combination social and professional basis.

I cannot report that all the problems have been solved, or even discussed. I can report, however, that so much is being done on a mutual basis that the external coordinating committee has virtually ceased operation.

And as a post-script, I can report that at the lunch on Monday of this week, the main item of business was a review of the manuscript for this presentation.

THE ROLES OF STATE DIRECTORS OF VOCATIONAL AND TECHNICAL EDUCATION

By

Francis Tuttle
Director
Vocational Education
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THE ROLES OF STATE DIRECTORS OF VOCATIONAL AND TECHNICAL EDUCATION

We are here in this conference to find ways that we can all work together to build a coordinated program of vocational, technical, occupational, and/or career education. If any one of the groups present here today--those representing the junior and community colleges, those representing state boards of vocational and technical education, or those representing adult and basic education--are here to attempt to find ways in which you can circumvent the other, then we are wasting our time and might as well go home. I am well aware that when those who represent junior and community colleges meet together, a favorite topic of conversation is how all junior and community colleges are being shorted by the allocations of funds from state boards of vocational and technical education. When state directors and other vocational educators meet together, a favorite topic is the threat of the higher education people to vocational and technical education. When adult basic education directors meet and discuss their problems, again, a favorite topic of conversation, I'm told, is that vocational education programs want to completely usurp programs of adult basic education. This may be an overstatement in some respects, but it is getting right to the point in other respects. I am of the opinion that if these three groups here today don't

find ways in which they can communicate, can each have a part of the program, and can work cooperatively with mutual respect for each other's programs that the congress and the state legislatures are going to take a hand and take certain measures that probably none of them are going to like.

When Richard Mallard, writing in the December-January issue of "Community and Junior College Journal," addressed himself to the topic of "The Need to Coordinate State and Federal Support," I thought he was right on target when he said, "When post secondary education affected a relatively small portion of the population, coordination was not a major state or national concern. Today public concern with a quality and diversity of education to meet the variety of career and manpower needs has made coordination within the states essential if the post secondary educational systems--public, private, and proprietary--are to meet the needs of society." In this article, he went on to mention that the first factor that has to be recognized in these United States is the plurality of various states. There are fifty different states and each of the fifty states has different problems and structures and while the problems and structures among the states are analogous, they are not identical. They differ in level of family income, economic structure, urban and rural mix, diversity of ethnic heritage, and systems of post secondary educational delivery. No one solution or structure will fit all fifty states. The constitution of our country leaves the responsibility for education to

the states; howeyer, because most of the states will not completely accept this responsibility, the Federal goyernment has had to take a very strong position in many areas in order to get the states to wake up to their responsibility. Vocational and technical education is one of these areas in which the Federal government has had to take a strong position.

Most of the states have a series of common problems. Having been the former president of a junior college, I believe I have license to make the statement that one of the common problems has been that junior and community colleges historically did not accept the responsibility for vocational and technical education; thus, in many instances, other departments of education had to push or sponsor the occupational education programs in their respective states. While most of these same junior and community colleges have now accepted a new philosophy in regard to vocational education, the fact that they have waited so long to accept this responsibility is creating some problems in various states. Another problem that seems to be a common one is that post secondary education no longer axiomatically has first priority. The tax bases of the states have not kept up or have not increased proportionately with rising costs, problems of increasing costs, or increasing enrollments. As a result, conflicting priorities are being replicated in educational circles all over the country. Mallard, in his article, indicates that if the Rodrigues case is decided by the Supreme Court in favor of the plaintiffs and if

states are forced constitutionally in the direction of full state funding of elementary and secondary education, the competition for state dollars in education will be that much greater. Add to this a growing public demand for accountability in post secondary education and the picture becomes even more complex. What is clear is that statewide planning and coordination for all education is crucial if post secondary educational priorities are to be kept sufficiently high to meet the diverse confident. Such planning must involve people from all levels of education and perhaps from all walks of life. If duplication exists or if the chance of duplication exists, then such planning and coordination is an absolute necessity.

The result of statewide planning also has implications for control. If statewide planning becomes a reality in any state, then the responsibility for some rigid standards in terms of approval of programs and the fact that all institutions cannot offer all programs means that somebody must have the authority to regulate the number of programs that may be offered. As you well know, most institutions see their role as meeting all the needs of all the people at all levels without regard for what other institutions or agencies are doing. They believe that they, individually, ought to have the right to do what they want to do at a particular time and that the state ought to furnish the funds for them to do it. Within the context of statewide planning, control over the approval of programs is a critical factor. How well the

legal planning agencies in the states are able to work in this context will, of course, dictate the success of the various states in being able to develop the kind of programs that will best serve their needs. This indicates cooperative planning. Cooperative planning means that all agencies who are affected should have a part in the planning. If, on the other hand, all of the various agencies become reluctant partners and are more interested in establishing their own strong positions of power than they are really working together, then the total program within that state is bound to suffer and it will be disastrous for all.

In our state, the first interest in post secondary vocational and technical education that I recall being exhibited, in any great amount, came after the National Defense Education Act had provided some funds for post secondary technical education. At that time, we had a residential vocational-technical school operated by Oklahoma State University. This is a non-credit institution and is still operating that way. It was the only post secondary effort in the state of any consequence. There was also a technical institute primarily concerned with engineering technologies. All the rest of the vocational education was done through the secondary level and, even here, it was a pitiful effort except for the agriculture and home economics programs. Nothing much more happened in our state until the 1963 Vocational Education Act. At this time, the idea of developing a system of area

vocational-technical schools was spawned; the legislature supported such an idea, and the people of the state of Oklahoma amended the constitution so that area vocational-technical school districts or taxing districts could be formed to support these programs.

At any rate, in almost all states during the last ten years, we have seen some kind of area vocational-technical school program emerge. We have also seen junior and community colleges emerging with a new concept and philosophy for education, and sometimes this new concept has provided conflicts within the states.

Now, I should get to what I am supposed to discuss--that is, my perception of what really the state department of vocational and technical education ought to be or, more specifically, what my role as a state director ought to be or is. In most states, the role of state director is defined by law. In our state of Oklahoma, there is some conflict between the laws. The statutes in many states did not perceive the real problem that now exists, so the statutes may not actually be in the best interest of the state. Changing those statutes becomes a monumental task, because it usually means taking some power away from some agency and adding to the powers of another agency. All of these efforts, of course, are very difficult for legislatures and the people of the state to understand, because they get conflicting stories from each of these affected agencies. My perception of my duties

as state director of vocational and technical education is as follows: Quite obviously, I would have to say it is to follow the directions of my state board; but more practically, I might indicate that I believe my duties are to recommend a plan for a total statewide program of vocational and technical education at all levels to our state board and to other appropriate boards in the state. I believe that my position as state director by law, by intent of congress, and by intent of the state legislature indicates a coordination aspect of vocational and technical education at all levels. Please notice that I said "coordination." Coordination means coordination and not necessarily control. In our state, it does not mean control, because the constitutional statutes give control of higher education to the state regents for higher education and gives control for the public schools to the State Board of Education. In our state, we may have somewhat of a unique situation, but we have a separate board of vocational and technical education with a separate department that is not controlled by the chief state school officer. The department does not come under his span of control, except that he is the chairman of the state board; however, he is not the executive officer of that board. By statute, the executive officer of the board is the state director of vocational and technical education. The membership of the board is composed of the six members of the board of education and six additional members who are appointed by the governor and represent business and industry. Perhaps a

weakness in our state is that the board does not have any direct representation from higher education. Other responsibilities are to develop support activities, such as management information systems, curriculum development programs, research activities, research dissemination, consultative services, supervision to insure quality education, and training. A final responsibility is to provide an appropriate evaluation system for all programs that are supported by vocational education funds. I believe it is my responsibility to work within the existing educational structure to attempt to get all people, boards, and agencies to work together for the best vo-tech program possible. We have a very strong component of support for industrial development; therefore, one of the responsibilities that my board and I have is to work very closely with the industrial development agencies to try to provide the vocational training programs that will support any new industry or existing industry that wants to expand. I believe another responsibility is to work with the higher education institutions which are preparing the vocational teachers and to provide information to these institutions in terms of the numbers of teachers and skills required in order to do the job. I believe it is an inherent responsibility of the state director and the state board to be rather hard-nosed in terms of expecting the higher education institutions to provide for the needs of these teachers. I believe it is the responsibility of the state director to work with the higher education officials and adult

education officials in a cooperative manner so that, together, a quality program will result.

FOURTH MODULE

STATE LEVEL ARTICULATION OF POST-SECONDARY CAREER EDUCATION

Session Chairman
Darrell L. Ward

SUMMARY REPORTS OF DISCUSSION GROUP MEETINGS

By

Joyce Holt

Graduate Assistant

FSU State and Regional Higher Education Center

SUMMARY REPORT OF DISCUSSION GROUP MEETINGS

The following are a series of recommendations which have been consolidated from the group reports presented at the National Invitational Conference on Post-Secondary Career Education for State Directors of Adult and Continuing Education, Community/Junior Colleges, and Vocational Education on January 20, 1973, in New Orleans, Louisiana. It should be noted that no formal action was asked or taken at the session, no effort has been made to establish priorities, and no implication is intended here to suggest that these recommendations represent a total consensus of the conferees.

A. Based upon the results of this conference, the following action should be taken:

   1. Hold an annual conference of the State Directors of Adult and Continuing Education, Community/Junior Colleges, and Vocational Education and seek funding for this conference from any available resources.
   2. Henceforth, include representatives from professional associations of teacher training institutions in the list of conferees.

3. Establish an executive group representing the three primary organizations (i.e., Adult and Continuing Education, Community/Junior Colleges, and Vocational Education) to meet, as necessary, with representatives from the two centers (i.e., FSU/UF Center for State and Regional Leadership and the OSU Center for Vocational and Technical Education) to assist in planning future conferences and disseminating information.
4. Disseminate materials, proceedings, and recommendations resulting from this conference to the following: all conference participants; each state officer and/or persons or agencies in positions critical to the process of initiation and implementation of comprehensive career education concepts and models; all teacher training institutions; and others, as appropriate.
5. Encourage professional education associations to include career education on their meeting agendas. Request representatives from the two centers to volunteer their services to make presentations about career education at appropriate association meetings and/or conferences.
6. Commend the two sponsoring Centers of this conference for the initiating and conducting of it.

B. Based upon the results of this conference, request that the FSU/UF Center for State and Regional Leadership and the OSU Center for Vocational and Technical Education take the following action:

1. Develop guidelines through the cooperation of the two Centers for the development of state Master Plans for initiating and implementing comprehensive career education models.
2. Request that the two aforementioned Centers identify consultant teams that may assist state and local agencies in the development of state Master Plans for comprehensive career education.
3. Recommend that a statement concerning the development of a comprehensive career education model (K-12 and beyond) be issued by the Association of Chief School Officers and be utilized to expedite the development of state Master Plans, to implement models available, and to provide for implementation of new ones that may be developed.

C. Develop a philosophy of career education that would include the following pertinent points:

1. Publicize career education in all states as a philosophical concept which should permeate all programs

of instruction in all types of institutions rather than as a separate program or entity.

2. Identify and recognize the need for more adult counseling centers for testing, evaluation, and counseling services as a referral center to programs and services offered by adult and continuing education, community/junior colleges, and vocational education programs.
3. Recognize that career education should not only be viewed as upward or vertical movement, but also as a vehicle for horizontal career changes.
4. Review and carefully consider the role of credit by examination, work experience, etc. in career education programs.
5. Initiate studies designed to eliminate time as a measure of competence in the educational field.
6. Impress upon state coordinating and/or planning commissions, as well as the Educational Commission of the States and the State Higher Education Executive Officers Association (SHEEOA) the need for clarity in goal and mission statements and the need for the former to have the authority and means to see that these are implemented.

D. Establish or enhance the individual efforts of the conference participants (Directors of Adult and Continuing Education, Community/Junior Colleges, and Vocational Education) in their respective states toward the development of a comprehensive program for career education. These efforts may include, but are not limited to, the following activities:

1. Identify, examine, and report the needs for and in career education, as well as determine and assess student attitudes and evaluation of services.
2. Identify, examine, and report career resources--i.e., facilities, faculties, finances, and programs--currently available and combine these resources, where appropriate.
3. Involve one another in the development of Master Plans and in the articulation of programs during implementation.
4. Establish a cooperative working relationship between the three director groups. Meet on a regularly scheduled basis and encourage personnel at the local level to develop and maintain a rapport with other constituents. Also, emphasize need for career education to governing boards. Coordinate efforts in the preparation of position papers for individual states.
5. Exchange, share, and provide information to other states.

6. Work toward a more adequate articulation between post-secondary institutions and all other educational institutions including higher education, secondary, private and proprietary institutions.

E. Take the following action, in relation to the Federal government:

1. Recommend to the task force responsibile for developing guidelines for the Higher Education Amendments of 1972 that they avoid structuring the guidelines in a way that reinforces that traditional dichotomy of academic and vocational education.
2. Request more latitude in Federal guidelines that will permit better coordination and cooperation between programs, with interaction between program activities. (Note: This is not to be construed as a recommendation to intermingle funds--only program activities.)
3. Recommend to the Center for Educational Statistics the development of a single comprehensive computerized information system which would be applicable to all educational institutions.
4. Urge the Federal government to "put their money where their mouth is."

F. Extend the Comprehensive Career Education Model beyond grade 12 and develop other models specifically aimed at post-secondary and adult students. Further, develop proposals through the OSU Center for Vocational and Technical Education for initiation and implementation of career education through appropriate agencies.

STATE LEVEL ARTICULATION OF CAREER EDUCATION

By

Richard Millard

Director

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STATE LEVEL ARTICULATION OF CAREER EDUCATION

There are advantages and disadvantages in being the so-called "wrap-up" speaker. One of the advantages is that if you are lucky most of the participants have already left. One of the disadvantages is most of the important things have already been said.

I was impressed with the reports from the groups this morning and after listening to the Group E Report particularly, I wonder whether my remarks are even necessary! However, in these closing minutes, I wonder if it might not be valuable to look at the problem of articulation of career education in a somewhat different perspective.

We could start with career education and ask "What is it?" One could argue that without a definition of career education the concept of articulation does not make much sense. But there are real problems involved in starting with attempting to define career education, problems that were well illustrated in some of the group discussions. The definitional problem is a serious one, for, if we define career education in too restricted a way, then the fear so often expressed during this conference that career education may be another educational fad could well be true.

If career education, for example, is defined as Assistant Secretary Marland's current interest or "gimmick," then it is likely to have a life span contemporary with Dr. Marland's interest in it, or, at best, a life span equal to his tenure in office. Incidentally, do not make the mistake of underestimating the importance of "gimmicks" for they are usually ideas or programs that give focus to major directions of key leaders. A key to develop a program is necessary for any leader and I believe Secretary Marland's key, career education, makes a great deal of sense. But, I would submit, that if the only reason we are concerned with career education is that it happens to be a major concern of the Assistant Secretary at the present time, it is not likely to be a part of the lasting educational scene.

Career education might be considered as a particular kind of funding program that is or may become available under some circumstances at some time from the Federal Government and if we do not become involved in it on the state level we will not get the funds. If this is what we mean and our only reason for becoming involved, there is more than a little of the "oldest profession" about our approach and our concern is likely to be only as lasting as the funds.

Career education has sometimes been defined as a program or curriculum. If it is a particular program or curriculum, then like many curricula, it may well serve its purposes within a narrow

framework for a short period of time, but I suspect it will be superseded by other curricula.

Somewhat more broadly, career education could be considered a program particularly applicable to or within the exclusive province of vocational educational institutions and community colleges. This does involve a wider range of implications and may be somewhat more viable, but, it is still limited in scope. However, the basic point would seem to be that if we look at career education as (1) the problem or even opportunity of a particular segment of education, or (2) as specific program or curriculum, or, (3) as a formula to be applied to some area or areas of education, it may have short-run usefulness, but its long-run significance is not likely to be very great. Those who feel that somehow it is a fad may well be right.

In the light of these considerations, let us start over with the concept of articulation and see if it will lead us down a more productive path. Perhaps we can look at articulation in terms of a series of questions: Articulation for what? How far? With whom? In what ways? Why? To what end? These questions obviously phase into each other. However, unless we can answer these questions or look at articulation in such a context I am not sure that even the concept of articulation is a very important one.

One thing does seem clear at the outset and that is that neither articulation nor coordination considered as ends in

themselves make much sense. Either articulation or coordination so considered tend to become busy work, or bureaucratic boondoggles, or grabs for power and have little to do with students or educational goals or structures except in an inhibiting or even destructive way.

If we begin by asking "Articulation for what?" then we can return to the concept of career education and put it into a very different context. If I remember correctly, Dr. De Bernardis suggested that career education is not a new concept. He traced it back some twenty years and suggested it might have its roots in the 18th century. I would like to go much further back than that and suggest that the concept of career education is about as old as man's self-conscious theorizing about education itself. It goes back at least to the Greek Sophists and Plato who developed it in his so frequently misinterpreted "Myth of the Metals." What is involved, is the concept of "vocation" in the broad sense as including life work, life style, and life plan. Vocation in this broad sense can, I believe, and should be considered as the primary aim of education. Looked at in this way every educational institution and system is engaged in career education. It was the concept of vocation that gave rise to the medieval universities themselves. The "Ivory Tower," if it ever existed, has no basis for considering itself apart from the world of occupations, of work, and of life styles. In the medieval universities at least

the concept and goal of vocation was clear. Groups of students and scholars gathered together to identify real issues and devote themselves to vocations--theology, medicine, law. If you look at the major developments in the history of education, the periods of most rapid growth and concern were, in many cases, periods in which the concept of vocation was reintroduced or attained new focus. In colonial America, the beginning of the colleges rested not simply or primarily on the theoretical conception that knowledge is a good thing, but on the recognized need for, and for the specific purpose of, developing clergymen and lawyers.

It is true that in the third decade of the 19th century the Yale faculty did attempt to embalm the liberal arts curriculum for all time by ruling out the intrusion of such debilitating and distracting, though fascinating, subjects as modern languages and natural sciences, but this turned out, as might be expected, to be a temporary retreat. The major breakthrough in education (in higher education at least) in this country and one that has influenced the form and substance of higher education ever since was the passage of the Morrill Land Grant Act in the mid-19th century. The Morrill Act specifically introduced the concept of vocation as the central function of a series of new, and which were to become major, institutions.

It is my contention that the concept of vocation, whether specifically recognized or not, permeates or should permeate the

whole of education. Anybody involved in graduate education knows that graduate education is, in fact, vocational. A department of philosophy is concerned not just with philosophizing (whatever that is) but with developing people whose vocation is philosophy.

If one recognizes vocation as the aim of education a number of things follow. It means, for example, that every type of educational institution and system insofar as it is concerned with the development of individuals in relation to their life plans, life styles, or life work is involved in career education. When we lose sight of this we tend to forget a series of critically important considerations.

The first is the fact that there is plurality of vocations. This plurality includes the full range of what human beings do in terms of their life work and life plans. The carpenter, the doctor, the auto mechanic, the lawyer, the dental technician, and the sociologist are all pursuing vocations. Such a recognition of vocation as central does away with invidious comparisons and should include the recognition that what all of us are concerned with is effective vocation in society and that all vocations make their individual and social contributions. Recognizing vocation as central also removes the basis for destructive competition among institutions within a diverse system and places the emphasis rather on the complementation of vocations and institutions. Even the arts and sciences, as important as they are, need to be seen as contributing to vocation and not simply as ends in themselves.

Placing vocation as the central aim of education does not invalidate other aims of education but gives them point or perspective. Currently, for example, we talk a great deal about the problem of discovering identity. Unfortunately, we search for identity as though it were something that could be found in its own right. I would suggest that identity is one of those interesting things that cannot be found by looking for it directly at all. Identity comes through the discovery of vocation. It is from this standpoint that many of the current emphases need the kind of perspective that vocation or occupation can give them.

Individualized instruction is another aim of education which is pretty empty apart from the end to which individualized instruction is to be developed. It is not an end in itself unless it serves in developing individuals in such a way that they recognize or discover their vocations.

Along with the pluralism of institutions and vocations must go a recognition of the pluralism of the fields of knowledge and of the relevance of those fields of knowledge to each other in the concept of vocation. As a former arts and sciences dean, I am in no way, shape, or form opposed to the arts and sciences, but I think it is extraordinarily important to recognize again certain things: that the function of the arts and sciences in relation to vocation itself is far more pertinent than is usually recognized; and that the problem, when it occurs, is not a problem of the relevance of philosophy, sociology, or literature to

auto mechanics, but the irrelevance of much of the so-called teaching of sociology, philosophy, and literature to the needs of the student who wants to become a mechanic.

Placing vocation as central underlines the importance of a truly diversified educational system. It underlines the needs for a plurality of types of institutions (public, private, and proprietary) and all of the different levels of education from kindergarten through graduate school and continuing education. This means that when we are talking about articulation and career education we are not just talking about articulation among vocational-technical institutes, community colleges, and adult and continuing education programs and the administrators of each. These do not constitute crucial and critical groups for it is among these groups that strangely enough the tensions, even overt conflicts, have sometimes been most acute. But the articulation for career education needs to include the full scope of educational institutions and systems. The dean of a graduate school needs to be just as much concerned with articulation in relation to career education as the president or director of a community college. In some respects the graduate dean has as much or more at stake in effective career development for his students as his community college counterpart. We need to recognize again as the basis for articulation the plurality of vocations in which there are different but no second class vocations and their relevance to the plurality of individuals with differing interests, abilities, and needs.

Let me carry this one step further. As soon as we recognize that what we are talking about, the "for what," in the range of education is career or vocation, then the need for articulation, coordination, and common planning become almost self-evident. The basic question in relation to these becomes not that of power, but of the adequacies of the diversity in the educational system to meet the variety of needs of individuals in their many careers.

This raises the second question: "Articulation, how far?" In other words, how far should articulation go to insure such adequate and complementary diversity? I am not using "how far" in the sense of how many institutions, but "how far" in the sense of to what extent articulation.

It is very important, it seems to me, to recognize that articulation should not be confused with amalgamation. We are not talking about the development of a uniform system or about something that might even faintly be described as a complete institution that accommodates everybody. What we are talking about is the development of mutual complementation of efforts and relations in order to meet the range of the educational needs of human beings in relation to their vocations. Looked at from this standpoint, there cannot be too much articulation.

What this underlines is that effective articulation does imply the need for clear institutional and system definitions of role and scope, not necessarily or primarily by somebody external to the institution and system, but by the institutions and

systems themselves. Along with such definition, however, must also go commitment to that role and scope in the light of the functions of the institutions and systems as they develop. "How far" in this respect does directly involve or concern the needs of the full range of students. To these needs must also be added the manpower needs of society in this changing technological world. What we are or should be concerned with is the consolidation and sharing of resources to achieve the range of educational ends as they relate to the vocations of students.

But the "how far" also raises the "with whom" should we be articulating or working? We can obviously start with this group. It is quite clear that unless the community colleges, the vocational education institutes, continuing and adult education institutions and their respective directors get along together, and unless the discussion is open and free flowing, and unless not only Lee Henderson and his counterpart but the directors in every state have at least figuratively lunched together once a week, I do not think we are going to get very far. You know as well as I do that there have been orthodoxies in community colleges, in vocational education, and in adult and continuing education of such a nature that they have been, in some cases, almost impossible to break down. You know as well as I do that, in some instances, in some states, under some circumstances, the relation between the directors of vocational education and their institutions,

and the directors or presidents of community colleges and their institutions could probably be described most accurately as "open warfare."

It would seem quite clear that such contention and warfare can only be self-defeating in relation to the health, the development, and the growth of any of the sectors involved. The time has come for a new approach, a change in perspective, involving the recognition that we are all involved with vocation and career education and that cooperation is fundamental to the possibility of the continued health and growth of vocational education, community colleges, and adult and continuing education. But the three agencies involved in this conference are only part of the picture. The reporters from a number of the group sessions pointed to the role the senior institutions might and should play. The senior and graduate institutions have been, are, and should be involved not only from the standpoint of the vocations of their students but in preparation of staff and faculty for the types of institutions represented here. In the effective utilization of resources the cooperation of and with the senior institutions including their branches could be highly advantageous for all concerned. Of equal importance in planning and resource utilization are the proprietary schools who are, if anything, more directly engaged in skill preparation education than most other institutions.

In some respects the most clear and direct responsibility for planning and insuring that articulation does take place rests with state postsecondary and higher education agencies and with state departments of education. All of these various components and aspects of the educational community are integral to effective articulation. But so also are local schools, local school boards and other local postsecondary institutions and they should be involved and have their input.

I would suggest that articulation should be extended beyond what we normally think of as formal education. It should extend to include the local community and the various ethnic groups and their leaders. Of particular importance are business, industry, and the major services and agencies. I do not see, for example, at the present time, how one can effectively plan occupational programs or career programs in the health related areas, without the closest possible cooperation, coordination, articulation and discussion of plans with the local health agencies, the hospitals, the health care centers, the doctors, the medical planning boards and so on. One of the problems facing us in health education throughout the last number of years, has been the fact that health educators have planned in one sector and the medical practitioners and health practitioners have planned in another sector. There has been much talk about health services, but with some notable exceptions, very few instances of the complex of health

educators sitting down with the complex of practitioners asking, "What are we really preparing people for? How do we develop the kinds of programs which serve the health needs of the community? How can these be effectively tied together?"

The community colleges at the present time are faced with a critical problem in relation to the proliferation of health and health related technician programs. Which ones should be developed at which institutions so as to better serve both the needs of students and the health needs of the community? Which are most feasible for which institutions? Are the appropriate clinical facilities available? Far too frequently every community college in a system will attempt to develop as many such programs as possible without adequate system, institutional, or community health service planning. Many of the same problems are repeated in relation to preparation for business and industry with the result that programs are sometimes instituted with no eye towards either resources or placement. Effective common planning with the community in terms of its needs as well as those of students could have made the difference between first rate relevant programs and indifferent catalogue additions.

The next critical question is: "Articulation, in what ways?" Many of the suggestions coming out of the group sessions make excellent sense. However, to talk intelligently about "in what ways" I think we need to return to our basic condition or assumption. Our central and basic concern is or should be the vocations

of students of all ages in a complex technological society and the range of interests and factors involved. If we are serious about this it does mean overcoming or at least alleviating excessive concern with "turf," with orthodoxies, and with the other factors that have divided us. The only real "turf" is the total "turf." What is crucial, again, is clear institutional definition of function and the complementation of functions among institutions. The basic concern should not be "this is my territory and you had better stay out," but "how can we work together to obtain the kind of educational structure, the kind of programs and use of faculties and facilities which will facilitate the most effective development of the total careers of students?"

In relation to implementation of articulation the need for cooperative involvement in planning and its implementation has been pointed out many times this morning from the group sessions as crucial. Such a concept is basic to Dr. De Bernardis' emphasis on the community as campus. If you take the concept of community as campus seriously, then it should be recognized that it applies not just to the community college, the vocational-technical institute, or the area vocational school, but to the senior institution and graduate schools as well. The concept of community as campus along with the interlocking of communities becomes an enriching concept for all forms of education. Education is liberated from imprisonment in the schoolhouse or college classroom.

Acceptance of the community as campus concept raises interesting questions in relation to faculty and staff. Factors of experience may become as important as formal credentialing and degrees. The availability of human and facilities resources in the community becomes open to the various types of institutions working in cooperation.

Among the issues that continue to inhibit effective articulation not only among institutions but particularly with the wider community is our obsession with formal time constraints. One of the group reports this morning touched on the problem pointing out the incompatibility of time units in various types of institutions. It may well be the case that some of what appear to be the missing but expected students in community colleges are going to proprietary schools with clearly defined programs which can be completed in a span of time other than the traditional academic time ranges. Such students are willing to pay a premium, in fact, may decide it is less expensive in the long run, to move directly through the program towards specifically identified ends rather than spread out the work over two or more years even at lower cost institutions to fit the academic calendar rather than their needs or interests.

We have been plagued in higher education (and I suspect in elementary-secondary, and vocational education as well) with a peculiar time-defined quantitatively accumulative conception of

the educational process. We have assumed that 120 credit hours or an accumulation of so many credits or four years put in (or now, according to the Carnegie Commission on Higher Education, three years) constitutes an educated person at the baccalaureate level. Community colleges are still referred to as "two year colleges." Somehow we confuse education with the accumulation of quantitative units. Even in medical, nursing, and various types of vocational education we require not competence but so many hours in a workshop, laboratory, or clinical experience. I suggest we need to look very carefully and skeptically at this.

Education is not or should not be a matter of time put in. Warming the chair in Professor X's class is not necessarily the sole precondition of all wisdom. What we should be concerned about is not time put in but "what is it we are trying to do with, not to, students? What are the student's human vocational needs and how do we help him meet these?" And this goes far beyond just skill preparation to include life style and life plan. If these are the questions we are concerned with then it might be suggested that they cannot be answered in terms of accumulation of time units. What we really should be concerned with is levels of achievement regardless of time and how we can effectively evaluate such achievement. If we look at education from this standpoint it seems to involve a very different framework for the relation and articulation among community colleges, vocational-technical institutes,

senior institutions, and, particularly, adult and continuing education programs.

There is another important and related facet of the problem. One of the discussion groups reported concern about horizontal as well as vertical mobility. One of the things that has plagued vocational education and been a charge leveled against Secretary Marland's career education emphasis has been the assumption and complaint, particularly from certain minority groups, that somehow increased emphasis on vocational education or even on career education is a dodge to reinforce the caste system by directing minorities and the economically disadvantaged into closed occupational niches. There is just enough of an element of truth in such a contention to make such groups legitimately concerned for too frequently once a choice is made, particularly if made early, to follow a particular occupational route other doors if not closed are at least extraordinarily hard to open. If what we are concerned with is opening opportunities, not closing them, then not only the question of vertical mobility but the question of horizontal mobility becomes critically important. The key to such mobility does not lie, it seems to me, in some magic and undiscriminating formula for transfer credits as sometimes assumed, but rather relates to the possibility of movement in relation to areas of achievement. It should be recognized that this is not a problem unique to vocational or occupational education in the more restricted senses

alone but is present in relation to every prerequisite system. We need to do far more talking and acting to assure horizontal mobility.

While we have carried on considerably more discussion about vertical mobility there still are a number of fields in which vertical mobility takes place only rarely. The road blocks are too high. As a result of the quantitative accumulative conception of education we have too frequently assumed that unless one has the right quantitative units in the right order he cannot move on to additional educational levels and needs to back up and start over. We have not been very willing to recognize that the order is nowhere near as important as the content and that what we should be concerned about is not order but achievement level. This is an issue in relation to which articulation is crucial for real opportunity to exist.

The preparation of teachers and staff for community colleges, technical institutes, and vocational schools is another area in which effective articulation is badly needed but, with some notable exceptions, seldom occurs. Far too frequently in the past graduate faculties have looked into the preparation of community college faculty, for example, as a new field for their graduates without much consultation with the community colleges. If they have given it much thought other than as a market for excess students, a group of graduate faculty probably sat down and decided what the teachers

in the community colleges ought to have. This is hardly articulation. We are at a point in which the graduate faculties and community college faculties ought to sit down together and the appropriate approach should not be "We are going to do this for you" but "How can we develop an appropriate program together?" In fact, the discussion should go beyond the two faculties to include members of the business, industry, and community service fields as well. It unfortunately is still the case that a good many products of graduate schools headed for community colleges know precious little about how the real world operates. They know even less about where their students come from, or where they are going, or what they are going to be doing.

Not only for would-be teachers in community colleges, occupational education, and continuing and adult education, but for in-service staff, it would not be inappropriate to consider the possibility of making available internships not in the community colleges or vocational institutions as such but in the community, in business and industrial organizations, and in health service programs. Such internships should not be restricted to teachers of occupations but to teachers of the arts and sciences as well. Such internships would provide firsthand experience and recognition of the potentialities and limitations of the real world from which the students come and into which they go.

The "in what ways?" of articulation also raises the question of standards and evaluation. Far too frequently in the past when we have talked about standards (particularly in higher education circles) or excellence we have had one or two elitist models in mind. One thing that follows from this whole discussion of vocation and the vocational functions of all types of institutions is a recognition that there must be a plurality of standards of excellence to meet the plurality of institutions and their functions. This is not to denigrate standards or quality. Quite the contrary, it involves reinforcing them but recognizing that there are many modes of excellence and that these must be related to the institution and their functions--that is, excellence in kind. In a sense an institution or program defines its own norm. It becomes important to look at such norms and their relationship to each other and not expect every four year institution to be a pale copy of Harvard College or every transfer program in a community college to look like the first two years at Swarthmore. Evaluation should never be done on the basis of how much one institution is like another, even of the same general type, but on how well it is doing what it can do best. Unless this is understood and accepted, articulation can too easily become condescension. If it is understood, articulation becomes common planning to reinforce diversity in meeting the diverse needs of human beings.

In the light of this, then when you begin to talk about articulation and coordination, you are not talking as some would have us think, about homogenization. To the contrary, the basic concern becomes the recognition of the unique contribution of the various types of institutions and programs and their complementation of each other. If vocation is the central aim of education, then articulation is the condition of its effective realization.

This leads us to, and, partially answers, the question: "Why articulation?" Frequently when the question is raised the most ready answers are in terms of external pressures. These are important, and, we should at least briefly mention three of them. But I would suggest that they are far less important than the internal character of the educational process itself.

The first of external factors might be described as the increased federal presence and pressure. One can certainly point, as we have, to Secretary Marland's concern with career education. Even more strikingly, the Education Amendments of 1972 for the first time call for (and may provide funds for) statewide planning for postsecondary education through the 1202 Commissions including specification of the range of institutions that must be involved. Title X both in Parts A and B calls for close collaboration of community colleges and occupational education with each other and the wider educational and public communities. But as important as the

Amendments are, if we are interested in recognizing the career and vocational character of education primarily in order to meet Federal requirements to obtain funds, the "why" is a very thin prop and we would probably be better off telling the Federal government to keep its money and going on our own ways. This is not, however to say that the Federal concern with putting our houses in order and sitting down together is not desirable and long overdue. There are indeed external conditions which are more or less conducive to effective planning and cooperation.

The second external pressure is on the state level and this pressure will undoubtedly grow even stronger. Education at all levels is no longer considered the panacea for all of society's ills. Those supplying funds are demanding accountability. Legislators in a great many states are less and less happy with what appears to be the lack of agreement, the fighting back and forth, the internal warfare within the educational establishment or the constantly increasing costs of education. In many states the legislators are bringing more and more pressure for coordination, even unified governance. Over the past three or four years most states have at least considered and in many cases passed legislation to change and strengthen coordinating and governing structures. Three states in the last twelve months have moved from coordination to governance. This trend gives no sign of relaxing. There are continuing state pressures to get us together, to keep us talking

and acting, and to get us to agree on common purposes and differentiated programs. And the threat is certainly present that if we do not do it others will do it for us.

There is also pressure from the general public and this pressure is reflected in the legislative concerns. But these again are external "whys." It seems to me that the role and "whys" for articulation must be grounded in and arise out of the nature and function of education itself.

Looked at in this way, the basic "why" is to continue and become more responsible and responsive to the range of student and societal needs. It is to return career and vocation to the central role in education and to develop the various functions and phases of education in relation to it.

Second, and following from the basic "why," it is to achieve real and effective diversity, an organic pluralism rather than a segmental or institutional atomism. This involves overcoming the assumption that plurality is assured by merely separate institutions and to recognize instead that the real autonomy, the functional autonomy, the real uniqueness of an institution or system grows out of the function it performs and not out of its form of governance or the fact that it happens to be in Podunk all by itself. In other words, I think we may have to rethink the ground and character of autonomy and recognize that autonomy itself is a function of uniqueness within the community of education and is dependent upon the health of the educational community itself.

The final question in relation to articulation is "to what end?" As a possible answer to this I think I could probably do no better than quote from one of the pieces of literature you received, a passage taken from the report of the Task Force on Postsecondary Vocational Education of the Education Commission of the States: "Educational systems not only in postsecondary education but throughout the scope of education. . .(will be) sufficiently diverse and sufficiently planned and funded to provide the range of opportunities commensurate with human interests and needs and societal concerns and goals including developing the educational manpower and citizenry essential to national and human survival in a complex technologically oriented world."[1]

We have a tremendous task and challenge ahead. The time is short and this kind of a meeting is a very important step in the right direction. We need real articulation for the purpose of strengthening education and not just meetings for the sake of meetings or development of structures for the sake of developing structures. Our goal is to make the vocations of the individual students in a complex society the real end and aim of education.

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[1] Vocation as "Calling". Report of the Task Force on Occupational Education in Postsecondary Education of the Education Commission of the States. Pages 1 and 2.

APPENDIX A

PARTICIPANTS

NATIONAL INVITATIONAL CONFERENCE

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David H. Bland
Michigan

Peter F. Bowen
Rhode Island

Sidney W. Brossman
California

Joseph E. Bruno
Pennsylvania

Searle F. Charles
Connecticut

Samuel H. Cleff
New Jersey

Ted Cook
Kentucky

Don M. Dafoe
Alaska

Amo DeBernardis
Oregon

C. M. deBroekert
Oregon

Charles Donnelly
Nevada

Kenneth T. Doran
New York

William G. Dwyer
Massachusetts

K. M. Eaddy
Florida

Peter R. Ellis
Michigan

Arthur W. Ericson
Vermont

Gordon H. Fallesen
Virginia

John Folger
Tennessee

Melvin H. Garner
Maryland

Luther L. Garrett
Mississippi

Don K. Gentry
Indiana

Joseph D. Godsey
Texas

Bobby Grogan
Kentucky

George L. Hall
Arizona

Philip C. Helland
Minnesota

Lee G. Henderson
Florida

Warren Hill
Connecticut

Joseph T. Hudson
Michigan

Wilbur W. Hurt
Texas

Roy D. Irons
Idaho

T. A. Jackson
South Carolina

Melvin E. Johnson
Minnesota

E. Hanks Jones
South Carolina

Sam Kerr
Washington

Ted D. Kimbrough
California

Robert M. Knoebel
Pennsylvania

Leonard E. Kunzman
Oregon

Eugene Lehrman
Wisconsin

F. Dean Lillie
Colorado

M. G. Linson
Colorado

Lucian Lombardi
Connecticut

S. V. Martorana
Pennsylvania

Francoise Maxie
Washington

Leon R. McCarrey
Utah

Richard Millard
Colorado

Joe H. Miller
Kansas

George V. Moody
Mississippi

Joseph F. Murphy
Connecticut

Monroe C. Neff
New York

Kenneth S. Oleson
North Carolina

Jack F. Owens
Delaware

Felix R. Rabauliman
Trust Territory

Clare Richards
Michigan

R. Courtney Riley
Nevada

B. W. Robinson
Missouri

Richard W. Rowles
Wyoming

Ralph M. Savage
Alabama

Robert C. Schleiger
Nebraska

John J. Shanahan
Michigan

Ken G. Skaggs
Washington, D. C.

John E. Snyder
Kansas

Herman Sulsona
Puerto Rico

George Wallrodt
Washington, D. C.

Paul K. Weatherly
Delaware

Fred Wellman
Illinois

William Wenzel
New Jersey

B. F. Whatley
Delaware

George M. Winder
California

Paul Wing
Colorado

T. Dean Witmer
Pennsylvania

Charles B. Wood
Washington, D. C.

Kenneth E. Wright
New Jersey